

March 1957

Volume XLVI, No. 3

# NATIONAL MUNICIPAL REVIEW

- ▶ **The Home Rule Puzzle**
- ▶ **Escape from the County**
- ▶ **Three Hundred Million — *Editorial***
- ▶ **Salesmen for the State**

**Parades, Ceremonies  
Greet Awards**

**PUBLISHED BY THE NATIONAL MUNICIPAL LEAGUE**

# National Municipal Review

Carl H. Pforzheimer Building, 47 East 68th Street, New York 21, N. Y.

ALFRED WILLOUGHBY, Editor

ELSIE S. PARKER, Assistant Editor

## CONTRIBUTING EDITORS

JOHN E. BEBOUT  
WILLIAM N. CASSELLA, JR.  
RICHARD S. CHILDS  
GEORGE H. HALLETT, JR.  
VICTOR JONES

H. M. OLMSTED  
JACKSON PHILLIPS  
THOR SWANSON  
TROY R. WESTMEYER  
WM. REDIN WOODWARD

## STATE CORRESPONDENTS

BRUCE R. ANDREWS, *Wisconsin*  
CARTER W. ATKINS, *Connecticut*  
CHESTER BISEN, *Washington*  
D. BENTON BISER, *Maryland*  
JOHN C. BOLLENS, *California*  
A. C. BRECKENRIDGE, *Nebraska*  
ARTHUR W. BROMAGE, *Michigan*  
FRANKLIN L. BURDETTE, *Maryland*  
CHARLTON F. CHUTE, *New York*  
WELDON COOPER, *Virginia*  
C. A. CROSSER, *Washington*  
PAUL DOLAN, *Delaware*  
WILLIAM O. FARRER, *South Dakota*  
VICTOR FISCHER, *Alaska*  
FOREST FRANK, *Ohio*  
DAVID FUDGE, *Oklahoma*  
ROBERT M. GOODRICH, *Rhode Island*  
WILLIAM A. GRELLÉ, *Colorado*  
M. H. HARRIS, *Utah*  
WILLIAM C. HAYARD, *Florida*  
ROBERT B. HIGHSAW, *Alabama*  
EDWARD H. HOBBS, *Mississippi*  
JACK E. HOLMES, *New Mexico*  
ORREN C. HORMELL, *Maine*  
WALTER E. KALOUPEK, *North Dakota*  
HERMAN KEHRLI, *Oregon*  
JOSEPH A. KELLY, *Rhode Island*  
PAUL KELSO, *Arizona*  
DAVID C. KNAPP, *New Hampshire*

R. P. KNUTH, *Missouri*  
JOHN D. LANGMUIR, *New Hampshire*  
STUART A. MACCORKLE, *Texas*  
BOYD A. MARTIN, *Idaho*  
EDWARD M. MARTIN, *Illinois*  
JAMES W. MARTIN, *Kentucky*  
ROBERT H. MCGREGOR, *Pennsylvania*  
DAYTON D. MCKEAN, *Colorado*  
EDWIN E. MCPHERON, *Indiana*  
WILLIAM MILLER, *New Jersey*  
LENNOX L. MOAK, *Pennsylvania*  
ANDREW E. NUQUIST, *Vermont*  
FRANK W. PRESCOTT, *Tennessee*  
JOHN E. REEVES, *Kentucky*  
ROLAND H. RENNE, *Montana*  
BENNETT M. RICH, *New Jersey*  
RUSSELL M. ROSS, *Iowa*  
ALBERT B. SAYE, *Georgia*  
VICTORIA SCHUCK, *Massachusetts*  
LOYD M. SHORT, *Minnesota*  
GEORGE C. SIPPPELL, *New York*  
CHARLES F. SPENCER, *Oklahoma*  
EDWARD J. STEIMEL, *Louisiana*  
PAUL D. STEWART, *West Virginia*  
ROBERT H. STOUDEMIRE, *South Carolina*  
JOHN G. STUTZ, *Kansas*  
BERNARD C. SULLIVAN, *Arkansas*  
HERMAN H. TRACHSEL, *Wyoming*  
PAUL W. WAGER, *North Carolina*

YORK WILLBERN, *Alabama*

Published by NATIONAL MUNICIPAL LEAGUE

CECIL MORGAN, President

John S. Linsen, *Vice President*  
William Collins, *Vice President*  
Richard S. Childs, *Chairman, Executive Committee*

Carl H. Pforzheimer, *Treasurer*  
Alfred Willoughby, *Executive Director*

## COUNCIL

George H. Gallup, Princeton, N. J., *Chairman*

Frederick L. Bird, *New York*  
Henry Bruère, *New York*  
Mrs. Albert D. Cash, *Cincinnati*  
W. Howard Chase, *Hohokus, N. J.*  
Jerome K. Crossman, *Dallas*  
Winston W. Crouch, *Los Angeles*  
E. D. Dodd, *Toledo*  
Harold W. Dodds, *Princeton, N. J.*  
Charles Edison, *West Orange, N. J.*  
Herbert Emmerich, *Chicago*  
Bayard H. Faulkner, *Montclair, N. J.*  
Ewart W. Goodwin, *San Diego*  
Francis A. Harrington, *Worcester*  
Harry T. Ice, *Indianapolis*  
Mrs. Siegel W. Judd, *Grand Rapids*  
Myron C. Law, *Seattle*  
Bruce H. MacLeod, *Springfield, Mass.*  
L. E. Marlowe, *Richmond, Va.*

Roacoe C. Martin, *Syracuse, N. Y.*  
Frank C. Moore, *Kenmore, N. Y.*  
Vernon C. Myers, *New York*  
Otto L. Nelson, Jr., *Princeton, N. J.*  
John K. H. Nightingale, Jr., *Providence*  
Mrs. Maurice H. Noon, *Des Moines*  
James M. Osborn, *New Haven, Conn.*  
Kenneth Perry, *New Brunswick, N. J.*  
Lawson Purdy, *New York*  
Robert H. Rawson, *Cleveland*  
Arthur B. Richardson, *New York*  
Murray Seagoood, *Cincinnati*  
Edmund B. Shea, *Milwaukee*  
Charles T. Silverson, *Minneapolis*  
James A. Singer, *St. Louis*  
Halsey Smith, *Portland, Maine*  
R. A. Trippier, *Memphis*  
Frank A. Vanderlip, Jr., *New York*

George S. Van Schaick, *New York*

## REGIONAL VICE PRESIDENTS

Jac Chambliss, *Chattanooga*  
Charles E. Commander, Jr., *Jacksonville*  
Ben B. Ehrlichman, *Seattle*  
Robert H. Fouke, *San Francisco*  
John B. Gage, *Kansas City, Mo.*  
Carl J. Gilbert, *Boston*  
Barry Goldwater, *Phoenix*  
Thomas Graham, *Louisville*  
Lloyd Hale, *Minneapolis*  
Arthur E. Johnson, *Denver*

Mark S. Matthews, *Greenwich, Conn.*  
H. Bruce Palmer, *Newark, N. J.*  
Ed. P. Phillips, *Richmond, Va.*  
Thomas R. Reid, *Dearborn, Mich.*  
Lee M. Sharrar, *Houston*  
Charles P. Taft, *Cincinnati*  
Alex R. Thomas, *San Antonio*  
H. V. Watkins, *Jackson, Miss.*  
James E. Webb, *Oklahoma City*  
James C. Worthy, *Chicago*

## News of the League

# Parades, Ceremonies Greet Awards

Eleven cities "busted their buttons" with pride when they received certificates and banners testifying that effective citizen action had won them the coveted All-America Cities awards.

They did much more than that.

To let their own citizens, their regions and, in some cases, the entire nation know of the progress they had achieved, cities staged giant parades with floats and bands, held large dinners and luncheons or mass meetings attended by governors, senators and other notables, put out special sections of newspapers and arranged television and radio programs.

Although the celebrations had similarities, they were as varied in some respects as the personalities of the widely spread communities which emerged victorious in the contest co-sponsored annually by the National Municipal League and *Look* magazine.

More than 1,200 persons packed the huge Auditorium Arena, with other

## BUSTIN' OUR BUTTONS!



Oakland Tribune

hundreds turned away, to see President Cecil Morgan of the National Municipal League present the award to Mayor Clifford E. Rishell of Oakland, California, at what the *Oakland Tribune*

(Continued on page 167)

The biggest civic banquet in Oakland's 102-year history.





Miss Mary McKnight, Miss America, (above) riding on one of the floats in the Laurinburg (North Carolina) parade. At left, Mayor Orlo Salisbury inspects the newly installed road marker at the Elgin (Illinois) city limits. Below, group of civic leaders and city officials watch as Mayor Ben Claiborne raises All-America City flag in front of Altus (Oklahoma) city hall.





# National Municipal Review

Volume XLVI, No. 3

March 1957

Published monthly except August by the National Municipal League

---

NEWS OF THE LEAGUE .....	113
Parades, Ceremonies Greet Awards .....	113
EDITORIAL COMMENT .....	116
Three Hundred Million .....	116
The President on Problems of Urban Growth .....	117
THE HOME RULE PUZZLE .....	Arthur W. Bromage 118
ESCAPE FROM THE COUNTY .....	Richard Bigger, Evan A. Iverson and Judith N. Jamison 124
SALESMEN FOR THE STATE .....	Mabel Walker 131

## News in Review

CITY, STATE AND NATION .....	H. M. Olmsted, Editor 137
State Authorities Scrutinized in N. Y. ....	137
COUNTY AND TOWNSHIP .....	William N. Cassella, Jr., and Victor Jones, Editors 142
Washington Counties Review Themselves .	Ewen C. Dingwall 142
PROPORTIONAL REPRESENTATION .....	George H. Hallett, Jr., and Wm. Redin Woodward, Editors 146
U. S. Representatives vs. Popular Vote .....	H. M. Olmsted 146
TAXATION AND FINANCE .....	Jackson Phillips, Editor 149
Education Aid Program Presented .....	149
CITIZEN ACTION .....	Elsie S. Parker, Editor 152
Make Room for Young People ...	Yonkers Herald Statesman 152
RESEARCHER'S DIGEST .....	Thor Swanson, Editor 156
Oregon Studies Its Local Government ..	Kenneth C. Tollenaar 156
BOOKS IN REVIEW .....	161

---

Second-Class mail privileges authorized at Worcester, Massachusetts. Publication office, 150 Fremont Street, Worcester 3; editorial and business office, Carl H. Pforzheimer Building, 47 East 60th Street, New York 21, N. Y. Copyright 1957 by the National Municipal League. Subscription, \$5 per year; Canadian, \$5.25; foreign, \$5.50; single copies 50 cents. The contents of the REVIEW are indexed in International Index to Periodicals and Public Affairs Information Service.

## Editorial Comment

### Three Hundred Million

THE authoritative prediction<sup>1</sup> that the United States will have a population of 300 million in 50 years and that most of this huge growth will be in metropolitan communities is something to think about. And something to do something about.

It is a most serious challenge to our inventive genius and to our ability to rise above habit and tradition in handling public problems as we seem to have no trouble doing in the conduct of business, industry and scientific research.

By the year 2000, today's complex problem of providing governmental services to the people of our vast urban areas, which often is described as the most difficult problem faced today by American cities, will pale by comparison.

"There are those who think that what is happening to America in the metropolitan areas is an 'unmitigated calamity,'" Luther Gulick wrote recently. "But this is not a calamity, it is a challenge, the response to which will carry us to new levels of effective democratic life."

It was more than a quarter of a century ago that the National Municipal League pioneered<sup>2</sup> in the study of the government of metropolitan areas and warned of dangers ahead if haphazard growth and confusion were not competently dealt with. All the ills predicted long ago and many more that were not foreseen are upon us.

<sup>1</sup> See "Design for the Future," by Luther Gulick, the *REVIEW*, January 1957, page 6.

<sup>2</sup> See *The Government of Metropolitan Areas*, the League, 1930, 403 pages.

But there is encouragement to be found in the ever-increasing number of states and communities that are placing their problems of urban growth under the microscope of systematic study, the light of public education and the whip of action.

The Council of State Governments, the American Municipal Association, scores of professional, research and civic associations, the universities, the metropolitan press, all are involved in efforts to broaden our understanding of these problems as the first and necessary step toward finding solutions. A National Conference on Metropolitan Problems last year, sponsored by twenty national organizations including the League, was the beginning of a co-operative program.

The latest hopeful development is a call by the National Planning Association for "vigorous action," action which can be based only on new lines of metropolitan planning jointly undertaken by government, business, labor and the urban and suburban population."

As a bold first step, the association advocates a ten-year urban planning project initiated by a White House conference. It proposes that this gathering should have a competent staff to prepare for the conference and to serve for a period of five years thereafter, at which time the conference should meet again to review the entire program.

Regional development planning

<sup>3</sup> See page 140, this issue.

conferences and metropolitan renewal conferences in each major metropolitan area are suggested to follow the White House conference.

"The ten-year program . . . would not be a blueprint designed to control the future," the association points out. "It would be a bringing together of the best current thinking of what America needs to begin to modernize the urban centers of this land by 1975."

The proposal seems to square with

the views of the President who, in his 1957 *Economic Report*, called attention to the "challenge" of growth in metropolitan areas and asserted that the initiative must come basically from an enlightened citizenry.

In the last analysis, this is true; but these resources and this enlightenment will come more surely and speedily with a program supported by the President's prestige and guided by competent technical assistance. THERE IS NO TIME TO LOSE.

### ***The President on Problems of Urban Growth***

From "Economic Report of the President," January 23, 1957

The prospects for long-term population growth present a challenge to the numerous governmental units responsible for providing community facilities. Large increases in population may be expected to occur mainly in metropolitan areas, where they will intensify certain already familiar difficulties of state and local governments. These difficulties include the division of authority among governmental units and a lack of jurisdictions furnishing area-wide services; the unequal distribution within metropolitan areas of taxable capacity relative to needs for public services; state constitutional and other restrictions on local taxing and borrowing powers; and inadequate provision for the preparation of long-range capital expenditure and revenue programs.

The main responsibility for resolving these difficulties lies with the state and local governments. Tangible evidence of an increasing awareness of this responsibility is provided by the recent report of the Council of State Governments. This report,

prepared at the direction of the Governors' Conference, recommends specific approaches to solving the governmental problems of metropolitan areas. Also, a few metropolitan areas are preparing to consolidate their planning or service functions, and a number of private foundations and citizens' groups are working toward a better understanding of metropolitan problems. But still greater efforts are required to arrive at early practical solutions.

The federal government has taken steps to assist these efforts in accordance with the recommendations of the President's Commission on Intergovernmental Relations. Consideration is being given to the need for better coordination of federal programs affecting urban areas. Ways of helping state and local governments plan more adequately for future growth are being explored. The initiative and major resources for solving the problems of urban growth must come, however, from the local government units and, basically, from an enlightened citizenry.

# The Home Rule Puzzle

Citizen action must grow more powerful in many states to insure best means of securing local self-government.

By ARTHUR W. BROMAGE\*

**H**OME rule can be defined as the authority of a city under a state constitution and laws to draft and adopt a charter for its own government. This is very different from legislative control whereby charters are imposed by special act or general law, which results in cities having hand-me-down charters from state capitals. Home rule liberates cities to devise forms of government and exercise local self-government—to get forward with the business of local government, using local initiative.

In its most comprehensive form, home rule is embedded in the state constitution and is self-executing as to local powers and procedure. Under Ohio's system of self-executing home rule, municipalities are authorized by the constitution to exercise all powers of local self-government and to adopt and enforce such local police, sanitary and other regulations as are not in conflict with general laws. The grant of home rule power is broad and there is no enumeration of specific powers. Detailed in the consti-

tution are the steps by which cities may frame home rule charters. Although the adoption of a home rule charter by a city is desirable, it is not essential to the exercise of home rule powers. The benefits of the constitutional grant of substantive power are enjoyed by non-charter cities and may be exercised by ordinance. Ohio is unusual in this respect, since the classic American home rule doctrine has associated the exercise of home rule power with the adoption of a charter.

Self-executing constitutional grants of home rule power, as exemplified by Ohio, leave to judicial review the spelling out in case law of the sphere of local self-government in contradistinction to matters of statewide interest controllable by the state legislature. Self-executing constitutional home rule is by long odds the most comprehensive doctrine. The National Municipal League has followed this basic principle in its *Model State Constitution*.

Non-self-executing home rule as a constitutional principle has been the approach of some states. In 1908, Michigan adopted a constitution which curbed special acts and directed establishment of general laws under which cities and villages could frame, adopt and amend charters. The legislature responded in 1909 with a home rule act, now many times amended. Municipal powers

\* Dr. Bromage, professor of political science at the University of Michigan, was a member of the city council of Ann Arbor from 1949 to 1953. He is author of *Manager Plan Abandonments, Introduction to Municipal Government and Administration* and numerous other books and articles on state and local government. This article is Dr. Bromage's address before the National Conference on Government of the National Municipal League, Memphis, November 14, 1956.

are still a matter of legislative grace in Michigan, but the process of making home rule charters by local initiative is firmly established in the state's constitution, laws and traditions. Michigan cities have enjoyed non-self-executing home rule for almost half a century. The results can be seen today in the adoption of approximately a hundred home rule city and village council-manager charters in addition to charters of the mayor-council and commission types.

Michigan is sometimes classified as a mandatory non-self-executing system, whereas Pennsylvania is cited as permissive. The Pennsylvania constitution was amended in 1922 to permit the legislature to grant home rule to cities. It was not until 1949 that the legislature adopted a home rule act, and then only for Philadelphia.

Far down the scale comes legislative home rule without benefit of a constitutional principle. Most authorities are in agreement that legislative home rule is at best a slender reed for municipal charter-making and local self-government. Often the state supreme courts have struck it down as an unconstitutional delegation of a state legislative power. This happened in the case of the Michigan and Wisconsin acts of 1899 and 1911 respectively. In Florida, legislative home rule has been nullified by judicial decisions, placing cities under absolute control of the legislature to deal with them by special act even to the extent of abolition, change in the form of government or ouster of elected municipal officials.<sup>1</sup> Even when legislative

home rule survives judicial review, the system may be destroyed by legislative action in repealing the statute.

Home rule is also used sometimes as a broad term to describe optional charter laws passed by a state legislature and usually made effective in a particular city only by a favorable local referendum.

#### New Jersey Setup

One of the most comprehensive systems of optional municipal charter laws was provided by New Jersey's legislature in 1950. Three complete alternatives were set up—a mayor-council plan, a council-manager plan and a small municipality plan (weak mayor and council). The legislation also provided for sub-options such as variations in number of councilmen, in concurrent or overlapping terms, in ward representation and in partisan or nonpartisan elections.

The New Jersey plan follows standard practice in permitting adoption of these plans by local referendum, but it is unique in providing for local charter commissions either by voter petition or resolution of the governing body. The objective of a charter commission is to make a systematic study of local needs before the voters are asked to decide on any specific option or sub-option. Newark, in 1953, after utilizing the device of a charter commission, adopted a mayor-council plan, abandoning government by commission. A charter commission in New Jersey may also recommend that the city

R. Kerstetter. *Municipal Year Book*, International City Managers' Association, Chicago, 1956, page 257.

<sup>1</sup> See "Municipal Home Rule," by John

council petition the legislature for a special charter or an amended charter, differing from the basic options.<sup>2</sup> The New Jersey optional charter system achieves many of the objectives of home rule, but does not classify as a home rule system in the strict sense.

#### Goals in Home Rule

Assuming that cities in a particular state are bound by legislative general laws or special act charters, what should be the goals of citizen action groups? The first target should be a constitutional amendment for a self-executing system of municipal home rule. An analysis of available home rule models, such as the National Municipal League's *Model State Constitution* (1948) and the American Municipal Association's *Model Constitutional Provisions for Municipal Home Rule* (1953), should be undertaken.

The NML *Model State Constitution* sets forth the powers of home rule cities in broad general terms to pass laws and ordinances relating to local affairs, property and government, with specific enumeration of certain powers. The state legislature may still enact laws of statewide concern uniformly applicable to every city. The language is designed to create a self-executing *imperium in imperio*. There is a realm of home rule power, partially enumerated, which is not subject to legislative control. Conflicts between home rule power and matters of statewide con-

cern must be resolved by judicial review.

The AMA *Model Constitutional Provisions for Municipal Home Rule* provide that the adoption of a charter automatically makes available to a municipality "the full sweep of municipal powers which would be possible under the constitution of a state by legislative delegation, except as might be limited by statute or charter."<sup>3</sup> The AMA model seeks to avoid the problem of a home rule *imperium in imperio* by authorizing the legislature by positive enactment to restrict home rule cities both as to matters of statewide concern and local self-government. With certain exceptions detailed by the AMA provisions, no home rule power is beyond legislative control.

The values of the NML and AMA models have been argued strenuously on various occasions. Each has its advantages and disadvantages.<sup>4</sup> Citizen action groups can best get legal advice as to which model is more amenable to adoption in a particular state campaign. In one sense, the issue is more than legal and becomes political. The AMA model, which permits the legislature by positive enactment to set limits both as to matters of statewide concern and local self-government, may prove more palatable to legislators considering the submission of a home rule constitutional amendment to the voters. Whether it is

<sup>2</sup> See "New Road to Home Rule," by Bayard H. Faulkner, in *A Symposium: New Look at Home Rule*. National Municipal League, New York, 1955, page 24. (Reprinted from the *REVIEW*, April 1955, page 189.)

<sup>3</sup> See "Home Rule—AMA Model," by Jefferson B. Fordham, *ibid.*, page 14. (Reprinted from the *REVIEW*, March 1955, page 137.)

<sup>4</sup> See "Home Rule—NML Model," by Arthur W. Bromage, *ibid.*, page 6. (Reprinted from the *REVIEW*, March 1955, page 132.)



more desirable in the long run for cities is another question.<sup>5</sup>

If it proves impossible to persuade a state legislature or a constitutional convention to submit self-executing home rule to the voters, the next target should be non-self-executing home rule by constitutional mandate or permission, as in Michigan or Pennsylvania. This opens up the possibility of legislative failure to carry out a home rule mandate or to implement a permissive home rule constitutional doctrine.

For the reasons indicated above, legislative home rule without any constitutional authorization is poor policy—too open to judicial nullification and legislative repeal.

If home rule cannot be obtained in a particular state, the New Jersey approach through a comprehensive set of optional charters and sub-options appears to be the next best alternative. If optional charters are well designed, and the state legislature is liberal in granting powers of local self-government, home rule in the broad sense, if not by technical definition, may be achieved. Any optional charter system worth its salt will at least permit cities to utilize a modern strong-mayor form, the council-manager plan and a mayor-council form especially designed for smaller communities which do not prefer the council-manager option.

The political process of propelling a constitutional home rule amendment or optional charters through a state legislature is peculiarly the problem of citizen action groups. A

limited home rule amendment failed in Indiana in 1955. It would have authorized cities to determine their form of government; adopt methods for the nomination, election and recall of officers; exercise certain controls over employees; and assign duties, imposed by state law, to local officials.<sup>6</sup> This restricted constitutional home rule doctrine failed of passage in the Indiana legislature and was not submitted to the voters.

As a means of reaching some consensus about a home rule doctrine or optional charter system for a particular state, much can be said for the use of an official commission. A citizen commission established by joint resolution of the legislature has advantages over a study commission resulting solely from an executive order of a governor. It is at least evidence that the legislature recognizes the problem and is disposed to some form of action. The New Jersey Commission on Municipal Government stemmed from a legislative joint resolution of 1948. The governor was directed to appoint five members and designate the chairman. Two members were appointed by the president of the Senate and two others by the speaker of the House.<sup>7</sup>

#### Home Rule States

Because of varying definitions, few authorities agree on a list of home rule states. Restricting home rule to constitutional systems of the self-executing or non-self-executing variety, 22 states can be enumerated

<sup>6</sup> See *Home Rule*, Indiana Junior Chamber of Commerce, 1954, 29 pages.

<sup>5</sup> See "Home Rule—Texas Style," by John P. Keith, *ibid.*, page 22. (Reprinted from the REVIEW, April 1955, page 184.)

<sup>7</sup> *Local Self-Government in New Jersey: A Proposed Optional Charter Plan*. New Jersey Commission on Municipal Government, Trenton, 1949, page iii.

but three of these are highly restrictive in practice. The list includes: Missouri, 1875 (1945); California, 1879; Washington, 1889; Minnesota, 1896; Colorado, 1902; Oregon, 1906; Oklahoma, 1908; Michigan, 1908; Arizona, 1912; Nebraska, 1912; Ohio, 1912; Texas, 1912; Maryland, 1915 (1954); Pennsylvania, 1922; New York, 1923; Nevada, 1924; Wisconsin, 1924; Utah, 1932; West Virginia, 1936; Rhode Island, 1951; Louisiana, 1952; and Tennessee, 1953. This listing is perhaps best described as the traditional one based on a technical concept of home rule. It agrees with the earlier compilation of Dean Jefferson B. Fordham except for the subsequent addition of Tennessee.<sup>8</sup>

But these 22 states must be looked at with a wary eye. Nevada can be justified only as a *potential* home rule state on the basis of a permissive constitutional amendment, since there has been no comprehensive implementing statute. Pennsylvania has advanced to home rule for Philadelphia only. In West Virginia home rule has been called a "farce." Even the traditional list of 22 home rule states contains some weak sisters and some unknown quantities which, like Tennessee, have yet to demonstrate what they can do in practice.

To this list the *Municipal Year Book* added seven others in its 1956 edition: Connecticut, Florida, New Mexico and North Carolina as legislative home rule states; and Georgia, New Jersey and Virginia.<sup>9</sup>

<sup>8</sup> *Model Constitutional Provisions for Home Rule*, by Jefferson B. Fordham. American Municipal Association, Chicago, 1953, pages 25-27.

<sup>9</sup> John R. Kerstetter, *op. cit.*, 256-263.

The four legislative home rule states are very questionable examples of the doctrine. One of these, Connecticut, has a constitutional home rule amendment which is pending legislative action in 1957 for submission to the voters. In Florida, a governor's committee has recommended that constitutional home rule of the self-executing type be applied to all cities, although an estimated one hundred cities have adopted charters under legislative home rule. By 1956 North Carolina had not produced one charter under a legislative home rule statute nearly 40 years old. New Mexico is credited with only one charter adoption under legislative home rule.<sup>10</sup>

So many questions may arise as to the validity and stability of legislative home rule that such states can only be considered as marginal at best. Citizen action groups in states seeking home rule should not look to legislative home rule as a satisfactory answer to their problems.

#### Home Rule in Georgia

Georgia, like Nevada, can be classified as a potential home rule state. In Georgia, legislative implementation of a permissive amendment of 1954 could lead to home rule charter-making. This amendment has an extraordinary history. A home rule article added to the constitution in 1945 called upon the General Assembly to provide uniform and optional systems of county and municipal government. The legislature passed a home rule act in 1951 and municipalities proceeded to draft and adopt

<sup>10</sup> *Ibid.*, page 258.

home rule charters. But the State Supreme Court in 1953 invalidated the system in a decision which evidenced judicial opinion that the delegation of legislative power was contrary to the constitutional article. The permissive amendment of 1954, authorizing the legislature to provide for self-government of municipalities by general law, was an answer to this judicial decision. New legislative implementation has yet to be provided for home rule.

New Jersey is basically an optional charter state. Any technical claim to lie on the margin of home rule must rest on an elaborate procedure by which the governing bodies of municipalities, either with or without the advice of a so-called home rule charter commission, may petition the legislature for a special charter. Any such charter, if passed by the legislature by a two-thirds majority, cannot take effect without subsequent local action by referendum or ordinance. This alternative to the optional charter system stems from the constitution of 1947 (article 4, section 7, paragraph 10) and implementing legislation.

#### Virginia Situation

Virginia is perhaps the most difficult of all to classify. So long as legislative courtesy prevails under the permissive constitutional authorization of 1920, Virginia does achieve, in effect, a marginal kind of home rule. Local drafting and adoption of a charter is possible, but a stage of legislative enactment remains. It was this process of enactment of a special charter or charter amendment that was followed in the case of Rich-

mond. The legislature in 1948 provided Richmond with a modern council-manager charter which the voters had previously approved. The drafting of the charter by a local commission followed a system prescribed by law. The end result was to give Richmond a modern charter after a local charter commission had obtained voter approval for the document at the polls and the legislature followed through with enactment. Virginia permits other cities to proceed by a similar process. This state also has an optional charter system.

Among the states with constitutional self-executing and non-self-executing home rule, wide ranges appear in the utilization of the opportunity afforded to cities. California, Michigan, Minnesota, Ohio, Oklahoma, Oregon and Texas ranked high in numbers of cities exercising home rule, but Nebraska, Utah and Pennsylvania, with three, two and one home rule charters respectively, were at the bottom of the list in 1956. Nevada, where an implementing statute was lacking, had none.<sup>11</sup>

Many of California's urban centers have, since the state's adoption of home rule in 1879, acquired new charters or amended old ones. In California, the legislature must adopt or reject a home rule charter *in toto* and adoption is accomplished by legislative resolution. Home rule has meant a great deal in Michigan, where since 1909 cities and villages have followed the national trend to council-manager government by locally drafted charters. Home

(Continued on page 130)

<sup>11</sup> John R. Kerstetter, *op. cit.*, page 258.

# Escape from the County

Recent rush of Los Angeles area communities to go it alone may weaken functional consolidation trend.

By RICHARD BIGGER, EVAN A. IVERSON  
and JUDITH N. JAMISON\*

**I**N THE past year more than twenty communities in Los Angeles County have been attempting to incorporate and seven of them have already succeeded. Somewhat similar incorporation activity has been taking place in other metropolitan areas in California with 50 cities having been created since World War II. It is important to note that 22 of these newcomers arose in Los Angeles and surrounding counties. The current outbreak in Los Angeles County becomes even more significant when it is realized that incorporations virtually stopped in the county in 1930 when the 44th city came into being and that between 1930 and 1954 all but two incorporation attempts failed.

To understand satisfactorily the experience in Los Angeles County, it must be emphasized that this county alone has increased in population from 4,152,000 in 1950 to 5,342,000 in 1957. About 1,119,000 (21 per cent) live in unincorporated parts of the county. A similar growth has taken place in all other California

metropolitan areas. These striking developments have changed the role of the urban county in relation to its cities.

Although this is particularly true in Los Angeles, the problems brought about by this changing role are also evident in metropolitan areas in many parts of the nation. Urbanization has caused increasingly complex local governmental problems in metropolitan regions and these have led to tensions between local units which complicate, if not defy, any logical solutions.

An increase in population in unincorporated areas has caused many urban counties to undertake services of a municipal character once reserved for cities; likewise the county, as a larger geographic unit, has frequently assumed the role of a coordinating government. Obviously, such changes have also altered the role of the cities within urban counties.

Increasingly, the urban county has been looked upon as one of the important vehicles for alleviating confusion caused by multiplicity of governmental units. The recent striking experiences in California, and in Los Angeles in particular, have brought the basic problem sharply into focus, thereby providing a challenging case study which raises pointed questions about the direction in which urban local government is moving.

The whole problem of city-county

\* Dr. Bigger, associate professor of political science at San Diego State College, is visiting lecturer at the University of California, Los Angeles; Dr. Iverson, director of research with the Utah Local Government Survey Commission, and Miss Jamison are both public administration analysts for the Bureau of Governmental Research at the University of California, Los Angeles. All are authors of various volumes on local government, metropolitan areas and kindred subjects.

relationships in California metropolitan areas has been recognized as an issue of statewide concern. In large measure this is due to the pressing difficulties found in Los Angeles County. A sharp conflict between the organized cities and the organized counties developed in the 1951 state legislative session. The cities accused the counties, especially Los Angeles and Alameda Counties, of milking municipalities by using revenues from the taxes levied on property within city boundaries to provide urban services to unincorporated communities. Through several stages this controversy was notably resolved by an amicable compromise which foreshadows development of closer cooperation between counties, cities and the legislature in solving metropolitan problems.

#### **Study Committee Results**

The 1951 legislature set up an interim committee to study selected metropolitan areas, with particular regard to urban services offered by counties to non-city residents and to city residents by specific agreements. The result was the 1953 county service area law, agreed to by both the cities and the counties, which permitted formation of multi-purpose service districts by urban unincorporated communities to finance urban-type services rendered by the county. In turn, the cities dropped their campaign for compulsory annexation of fringe areas.

In the 1955 legislature a nine-year controversy over a uniform local sales tax for cities and counties was resolved. The 1955 uniform local sales and use tax law provides that

counties, in addition to cities, may levy a one-cent sales tax, provided that retailers in cities which also levy a one-cent sales tax are exempt from the county sales tax. Also, this tax may be collected by the state for the local governments at a nominal fee. By this new tax, unincorporated regions may partially finance municipal-type services without relying as heavily upon county property tax revenues collected in cities as in the past.

With these additional financial and organizational aids provided to assist the urban county, the question logically arises as to why such an increased interest has been shown in incorporation. This is especially true when it is realized that the 24-year period between 1930 and 1954 was almost fruitless in the production of new cities, despite the fact that the Los Angeles County metropolitan population grew by some two million with almost half of this growth going to the unincorporated areas. Also, in rather sharp contrast to earlier periods, the impetus to incorporate today is not to obtain one or more of a galaxy of municipal services. Most non-city areas in Los Angeles County appear to be fairly well satisfied with the services they now receive from the county and there has been no significantly determined efforts to change the tax rates that are imposed.

The basic reasons for the new interest in incorporation in Los Angeles County are threefold: (1) The desire of certain unincorporated areas to preserve or change the legally adopted land use pattern, (2) agreement of the county to provide



all necessary municipal services at cost to communities wishing to incorporate, and (3) legislative approval of the uniform sales tax law which, together with state-collected locally-shared taxes on motor vehicles and gasoline, and state and county grants-in-aid, could ease the financial burden of incorporation.

The greatest single factor in the incorporation outbreak is the desire of certain communities to preserve and others to change the present land use pattern. Some of the well established unincorporated areas fear changes in the county zoning ordinances or proposals to annex to adjacent cities, while others complain that their growth is stifled by the present land use pattern held static by county ordinances.

For example, Dairy Valley, described as "the city of 500 people and 60,000 cows," has recently incorporated to halt urban and industrial encroachment on its agricultural status. Likewise, four regions composed of large residential estates are attempting to achieve municipal status so that new city councils can enact protective zoning and other ordinances. One small area—the city of Industry—planned by its land owners for industrial development, has just incorporated to prevent annexation by an adjacent city. Incorporation was possible in this area only because proponents were able to count as inhabitants the patients of a hospital for the infirm and mentally disturbed.

This land use factor, however, would not by itself have been enough to precipitate the rash of incorporation proposals. A facilitating cause

has been the state-administered one-cent sales tax which is available to any area after it incorporates and passes the necessary ordinance. This sales tax, together with state-collected taxes on motor vehicles and gasoline, provides the financial means by which incorporation can be achieved. Incorporation deprives the county of these revenues and the new cities gain lucrative sources of funds.

#### **Lakewood Plan**

Perhaps of even greater significance is the fact that practically none of the areas considering incorporation intend to establish full-fledged administrative machinery to perform municipal services, or to increase greatly the quantity or quality of these services. Many of the present services will be continued under the special districts now operating and others will be performed by the county administrative departments at cost. This latter arrangement was developed in a plan first worked out by county officials and the newly incorporated city of Lakewood in 1952.

All the new cities plan to operate under some variation of the "Lakewood Plan," and county departments will actually continue to perform services under various kinds of contractual arrangements. Services include those which are self-financing—dog pound and the collection of industrial wastes; those performed at a set statutory fee—assessment of property, basic public health activities and the collection of property taxes; those for which a charge is made as the work is done—street maintenance, planning, traffic law enforcement, ambulances and the



like; and those performed on a negotiated basis at a level deemed necessary regardless of fluctuating use of personnel and facilities—building and safety inspection, and law enforcement by the sheriff. By using this contractual arrangement and by not raising present levels of service to any great extent, new cities expect to curb increases in property and other taxes. The latter expectation has enabled those who wish to obtain local control of land use to persuade themselves and others that they could in essence have their cake and eat it too—obtain land use regulatory powers without the increased governmental costs and additional property taxes which incorporation usually brings.

The Lakewood Plan would not have been possible had not Los Angeles County developed as a kind of municipal government in the past twenty or thirty years. This has come about because of demands of the rapidly growing unincorporated areas for services of a municipal character. State law and the county home rule charter had to be amended to permit the county to perform some of these functions. The county now provides the unincorporated area generally with public health protection, police protection, planning and zoning, street maintenance, building inspection and recreational facilities.

Furthermore, special districts have been organized in the unincorporated regions to pay for those services which the county could not perform from proceeds from the general county tax funds. Most of these special districts—259 out of a total of 298

nonschool districts<sup>1</sup>—are governed by the county board of supervisors and administered by a regular county department. Services rendered by these special authorities include fire protection, sanitation, water supply, hospitals, street lighting and cemeteries.

In addition, Los Angeles County has a well established pattern of intergovernmental contracts which have resulted in the virtual consolidation of the administration of certain services for some cities with county departments, and membership of several cities in county administered special districts. Under contractual or other agreements, 50 cities now rely on the county to perform property assessment and tax collection, 48 for public health services, and 16 for personnel services. In addition, the county board of supervisors administers a county-wide air pollution control district and the metropolitan area flood control district.

#### County Coordinates

These developments have made the county a kind of metropolitan coordinating government. The urban county rather than the central city of Los Angeles is the key government in this region. Los Angeles County has gone further than most counties in the nation in becoming a metropolitan government, but the reasons for this are not difficult to understand. Los Angeles County covers an area many times the size of the usual urban county and, unlike most jurisdictions in large met-

<sup>1</sup> *Taxpayer's Guide*, Los Angeles County, California, 1956, page 47.

ropolitan regions, it contains most of the metropolitan area's six million inhabitants.

The region also developed later than most eastern urban areas, thereby preventing the jurisdictional boundaries and administration of services from becoming so hardened that metropolitan coordination has been virtually precluded. Furthermore, the structure and methods of Los Angeles County government are comparable to a modern large city rather than those of the traditional county. Under the charter adopted in 1913 there are only three elective department heads—sheriff, district attorney and assessor—besides the board of supervisors. A chief administrative officer acts as a kind of county manager for the board and the county has a well developed civil service. Recently a coordinator of county-city services has been appointed by the chief administrative officer, further emphasizing the county's position among the cities.

#### **Federated Government on Way?**

If the trends toward functional consolidation persist, especially as embodied in the Lakewood Plan, Los Angeles County could achieve a federated metropolitan government or county borough plan in spite of the fact that a proposed constitutional amendment to allow a county borough system was defeated at the last general election. Such concepts have received much attention in recent years. Under such plans locally elected councils in cities or unincorporated communities would be able to decide for themselves the kinds and qualities of service or regulation

desired and might even create local departments to perform functions which they feel can best be handled under their direct supervision. This would in some sense keep local government close to the people. The county would administer area-wide services, obtaining the benefits of more effective and economical operations because of specialization, professionalization of personnel and jurisdictional simplicity possible in large scale organization.

#### **Major Cities on Their Own**

The trend toward functional consolidation or a borough plan is not as pronounced as many consolidation proponents would like it to be and numerous observers view the present incorporation proposals under the Lakewood Plan as a reversal of the trend toward effective county leadership in a metropolitan federation. The major cities of the county, which include over 4,000,000 of the county's 5,400,000 inhabitants, furnish practically all their primary governmental services. These municipalities, well established prior to 1952, have exhibited no desire to relinquish control over locally administered departments.

Many members of the powerful League of California Cities, the all-inclusive association of California municipalities, view the Lakewood Plan with great suspicion. The general feeling seems to be that, under this plan, the cities are shorn of real home rule and become dependent upon the county—to them a vast impersonal entity—for the kind, quality and responsiveness of services.

Loss of control over administrative departments reduces the opportunity for local politicians and citizens to secure government tailored to popular desire of the individual community, especially with respect to certain types of law enforcement. It is also likely that these newly incorporated cities will be faced, sooner or later, with increased expenditures and, therefore, taxes. Their public works facilities will wear out, more services will be required and large capital outlays will result.

At this point it is important to note that many of the proposed cities have a limited property tax base upon which to draw for financing their independent government. This is because most of these areas are already established single family residential concentrations which desire to exclude industrial development. If these areas as cities are faced with any financial crisis or become dissatisfied with county services, it is likely that the Lakewood Plan or incorporation will become much less popular because the cost of independent government will be more obvious. The limited size and the lack of a sound tax base also suggest that some of these communities are acting more upon emotion than upon rational consideration of future needs and responsibilities. Most of these areas, by either economic or sociological criteria, will not become self-sufficient cities.

By extension of the Lakewood Plan, the county may experience administrative difficulty in extending services, particularly in locating branch offices because cities may "take back" at any time one or more

of the services delegated to the county administration. In addition, quality of services desired by cities may vary from time to time thereby placing the county in a difficult position in planning and financing its operations.

A large number of cities within a metropolitan area complicates the performance of functions because of varying standards, jurisdictional problems, planning and communication. Likewise, the problem of achieving agreement on basic policy matters is made difficult because the number of elective offices is constantly growing and the personnel changing.

#### **What Are Conclusions**

It is difficult to draw meaningful conclusions from recent developments in Los Angeles County and in the state. The trend toward incorporation, coupled with a widespread adoption of the Lakewood Plan, may mean a greater role for the county in metropolitan government. Emerging cities may develop an independent existence, however, and denude the county of many of its municipal-type functions. In this connection, there is no real interest on the part of any major group in any kind of metropolitan government. Governmental fragmentation of the area may continue to take place by default for the lack of public concern.

Obviously the county will continue to serve the area with its traditional functions. The county in all probability will continue to perform those functions, such as property assessment, tax collection and public health services, which it agreed to perform for the established cities some time

ago. At present the percentage of metropolitan population residing in the unincorporated regions of the county (21 per cent) has not changed even though several sizeable areas have incorporated. Unless population centers larger than those which have initiated formal action decide to incorporate, the ratio between population residing in unincorporated areas and cities will remain approximately the same. The county will therefore continue to perform municipal-type functions for these regions.

Although the state has indicated some interest in metropolitan problems, this interest has been tenuous and hesitant. The tradition of home rule in California may prevent any significant action in the foreseeable future. The legislature again may be drawn into a conflict between cities and counties, however, because of pressing metropolitan problems. Statewide, the organized cities and organized counties persist in advocating their points of view and the counties are definitely interested in county assumption of city functions.

For more than half a century, Los Angeles County has progressively assumed metropolitan governmental responsibilities. Its experiences are therefore significant to other metropolitan centers which may desire to use the county government as a means for bringing some order to existing jurisdictional chaos. Recent trends in Los Angeles vividly illustrate the opportunities available and some of the difficulties which may

confront urban regions using the county for such a purpose.

### HOME RULE PUZZLE

(Continued from page 123)

rule charters have been widely adopted by Texas cities.<sup>12</sup>

Everything that goes by the name of home rule is not necessarily a big success story. Home rule in West Virginia has been called a "farce" because the state enabling act embraced a mass of minute details, and the State Supreme Court of Appeals interpreted the home rule act narrowly. By 1954, only six cities, and none of them major ones, had home rule charters.<sup>13</sup>

The systems of California, Michigan, Ohio and Texas are worthy of detailed study by those seeking to effectuate home rule in other states. New Jersey merits special attention as an optional charter state. Between the NML and AMA models and the practice of such states as California, Michigan, Ohio and Texas—to say nothing of other home rule states—there is enough theory and practice to guide reformers who seek to release cities tied by legislative control. The day of the special act and the compulsory general law will some time pass, but not until citizen action grows more powerful in a number of the 48 states.

<sup>12</sup> See "Home Rule Doors Open Wide," by Wilfred D. Webb, the REVIEW, March 1946, page 124.

<sup>13</sup> See "Home Rule Still a Farce," by Harold J. Shamberger, the REVIEW, November 1954, page 523.

# Salesmen for the State

Good government, facts, natural advantages better lures to industry than subsidies, bathing beauties.

By MABEL WALKER\*

**T**HE role of the state in industrial development is, and will continue to be, potent, whether or not it is deliberately planned for that purpose. The states are actively assuming a direct role in fostering industrial development. Even more important, however, is their indirect role which results from carrying on essential governmental services.

The functions assumed by the state for the specific purpose of fostering industrial development are many and varied.

In all states the common denominator of activity intended to attract and promote industrial development is the attempt to "sell the state" according to advertising techniques. The selling program takes the form of paid advertisements in the Sunday papers and in the business magazines, of brochures designed to catch the eye and of various other advertising techniques. Some of this material is sheer ballyhoo. One wonders just what type of industrial executive would be influenced by it.

Governmental advertising efforts are supplemented by those of indus-

trial development foundations, chambers of commerce, utility companies, railroads, banks and other agencies. Some ads are restrained and largely factual, while others resort to sex appeal with pictures of Marilyn Monroe and other photogenic females; or appeal to the paternal instinct with the small tots and the school-age boys and girls. Various other illustrations equally unrelated to industrial development are utilized.

In some states the advertising is supplemented by the traveling salesman approach. No less a person than the governor himself may assume this role.

Although regional, state and community "selling" activities are now going forward at an unprecedented pace and with considerable fanfare, it is noteworthy that the states are also steadily developing less flamboyant and more constructive types of activity designed to promote industrial development.

## *Development Commissions.*

A basic first step in guiding industrial development is setting up a state industrial development commission or some other state agency to carry on comparable functions. Practically all the states now have such agencies. Once these commissions are established, they are the agencies which carry the responsi-

\* Dr. Walker is one of the founders of Tax Institute, Incorporated, and its executive director since 1932. She is author of *Municipal Finance and Urban Blight and Slums* as well as many articles and pamphlets on economic development and public finance. This article is Dr. Walker's address before the National Conference on Government of the National Municipal League, Memphis, November 14, 1956.

bility for most of the state's direct activity in promoting beneficial industrial development.

#### *Surveys and Analyses.*

The assembling of pertinent data—economic, sociological and governmental—is a vital preliminary step. Surveys are conducted and area qualifications are analyzed. State and local officials and community leaders need such information in order to know what they have to offer to industry, what types of industrial enterprise they have a reasonable chance of attracting and what types of enterprise will result in the most harmonious and well rounded economic development.

#### *Planning, Zoning and Industrial Land Reserves.*

The two preceding functions tie in closely with planning and zoning. An aspect of these activities that is coming sharply to the fore is the setting aside of industrial land reserves. In many sections land is rapidly becoming a major problem in industrial development. Not only is there a considerable increase in the number of plants but also more land is required for each plant than formerly. Plant buildings are spread out horizontally rather than being multi-storied. They are set on spacious and attractively landscaped grounds. There must be adequate parking space for employees. Since much industrial shipping is by truck, there must be adequate facilities for truck movements.

It is being increasingly recognized that, if suitable land areas are not set aside for industrial development,

the appropriate land will be preempted by urban sprawl or in other ways and future development will be prevented. Since the suitable land is largely outside urban boundaries, considerable responsibility rests on the states in this connection.

#### *Governmental Subsidies.*

The aspect of governmental activity which has aroused the most attention and excited the most inter-governmental acrimony is the offering of financial inducements as a bait to industry. Building sites, buildings and even cash bonuses have been given. There does not appear to be any comprehensive, over-all survey of such governmental hand-outs to industry. Southern activities in this connection have been so widely publicized it is something of a surprise to discover that the practice has been followed in various sections of the country. The importance of this expedient has been exaggerated both by the states and cities offering the subsidy and by those fearing to lose industry as a result of subsidies offered by other governments. Subsidies offered by governments take on quite a different complexion from those offered by private groups.

First, there is doubt concerning the legality of governmental subsidies. In some areas they are prohibited by state law. Other states permit certain types of subsidization.

Second, unworthy political considerations may influence the granting of such subsidies.

Third, in the absence of the cauterizing effects of the profit motive and the use of private funds, such



expenditures may not be subjected to the searching scrutiny that would be appropriate.

Fourth, sharp charges are made by the residents of other communities concerning the ethics of such procedure. The argument that it is unethical for one community to bait industry from another by subsidies, or otherwise, appears to be largely superficial. Any lack of ethics in the granting of industrial subsidies is more likely to exist in the effect on the home locality than on the competing area. A governmental subsidy is offered at the expense of all taxpayers, whether or not they individually approve. Many have no interest in, nor do they necessarily derive any benefit from, the industrialization. Some may even suffer competitive disadvantage as a result of the influx of new industry.

Moreover, an impoverished community would not have it within its economic power to outbid other areas in offering such inducements. Also, there is a sharply limiting internal factor in such subsidies. It is suicidal on the part of a community to offer more to industry than it will get in return and it is needlessly extravagant to offer more than is necessary. It appears that some of the subsidies which have been offered may have been unnecessary and that others may have been outright financial detriments.

#### *Tax Exemption.*

The most widely used form of governmental subsidy is through tax exemption, an extremely venerable form of subsidy. The popularity of this device seems definitely on the

wane. Some laws have been repealed and some have expired. At present Alabama, Louisiana and Mississippi permit exemption of new manufacturing establishments of special types for ten-year periods. Arkansas permits seven-year exemption of capital invested in textile mills. Rhode Island and Vermont permit property of manufacturers to be exempted by vote of the local electors.

There are, in addition to the provisions above relating to exemption of plants, exemptions of machinery, tools and other personal property of companies in a number of states. Since, however, the personal property tax is undergoing a gradual process of erosion from various directions, and has completely disappeared in some states, such exemptions are less pertinent in connection with this subject.

There does appear to be an angle of the tax-exemption subsidy which is usually overlooked by the economists. Granted that outright subsidy might be less costly, and granted also that a large part of the appeal in exemption is that it is concealed and therefore less likely to excite opposition, still it should be borne in mind that in an impoverished area it may be the only kind of substantial subsidy that is within the power of the community to offer, and the economic status of the region may appear to dictate the need of drastic measures. The tax exemption subsidy is largely paid in the future rather than in the present. It is mainly exemption of a tax upon new buildings and upon enhanced land values. To the extent that these increments of value may have taken

place as a result of the tax exemption feature, the community has lost only the tax upon the value of the property before the development took place. Moreover, even this may be many times offset by the resulting increases in the value of unsubsidized property in the vicinity.

#### *Favorable Tax Climate.*

Taxes are important. A burdensome general level of taxation or punitive and discriminatory taxes will drive business enterprise from a community. Evidence is available of such an impact. There is no denying, however, that the effect of taxes upon industrial location has been exaggerated. In most instances other factors will greatly outweigh tax considerations but, in situations where other considerations largely cancel out, a tax differential may very well be the marginal factor which will tip the scales.

If an industry has to choose between going into a backward area where it will have to drill its own wells, build its own roads, provide its own police and fire protection, train its own employees and provide various community facilities for them, or going into an area where these services are provided by government, it may well decide after a series of cold calculations that the higher taxes and the services they buy in the latter community are an attraction rather than a deterrent. For the higher grade industrial concern that makes a careful analysis of all pertinent data for the locations under consideration, it will not be so much a question of how high its taxes

are as what it gets for them that will be the determining factor.

The tax burden on any particular enterprise will be affected by variations in plant, equipment, inventories, payroll, net income, gross income and various other considerations. Because any comparative measure of the tax burden upon industry is so subject to arbitrary assumptions, its chief value is in the indication of general direction and extent rather than as an exact measure.

Moreover, the problem is complicated by various potential factors affecting the tax burden, such as changes in the areas of governmental units, variations in school population, highway modernization programs, various types of public improvements, changes in the tax structure, improvements in assessing procedure and numerous other uncertainties.

#### **Incidental Role of State**

The state's major and most effective impact on industrial development will result from activities carried on primarily for other reasons. The overt efforts of the state to attract industrial development, no matter how intelligently planned and how efficiently carried out, will be negated if the state fails to render a high standard of service in its more primary functions.

The number one function of the state in fostering industrial development is in supplying good government. This means not only honest government but also efficient, informed and farseeing government. If general government is good in this

sense, it is likely that the specific functions which are essential in a state well oriented to industrial development will also be ably planned and administered. Some of these specific functions are the provision of highway and other transportation facilities, water supply, control of pollution, education and logical and orderly provision for local governments—to name only a few.

#### *Transportation Facilities.*

Whether an industry is oriented to raw materials or to markets, it will be dependent upon suitable transportation facilities. A relatively few will find it necessary to have seaport facilities. Some will need access to airports. Great numbers will need rail and/or inland water route facilities. Probably all industrial enterprises are dependent upon highways.

#### *Water Supply.*

The provision of an adequate water supply has leaped to prominence within the last few years as an outstanding governmental problem. As the population increases and as industry expands, greater and greater supplies of water are needed. The demand is further accelerated by the ever-increasing per capita consumption, both residentially and industrially.

#### *Control of Pollution.*

Control of pollution is a two-edged sword so far as industry is concerned. The latitude formerly permitted industries in the pollution of rivers and harbors is being increasingly curtailed. As recognition

of the damage to health from air pollution becomes more widespread, there is an increasing public demand for control of air pollution. Pollution from atomic wastes is now becoming a matter of concern. Air and water recognize no municipal boundaries, and control of pollution in either is of limited effectiveness by local governments. The problem is on the doorstep of the state government. Although really effective control will irritate a minority of industries, it will make a location more appealing to great numbers of others and will probably be of long-run advantage to all.

#### *Education.*

An important function of the state, in cooperation with local governments, in fostering industrial development is in educating the labor supply. Workers with a good elementary education will be needed by all industries. Great numbers will need employees with a good trade school background. There will be demands for high school graduates and college graduates; and in this new scientific age, there is greater and greater demand for persons with advanced degrees, particularly in engineering.

There are other specific functions directly related to industrial development. Flood control and power development are two that are getting considerable attention at present.

#### *Provision for Local Governments.*

The incidental role of the state in industrial development relates not only to good government on the part of the state and to adequate provi-

sion of various specific state services. The state also has an extremely important role to fulfill in connection with the local governments.

The pattern of local governments is established by the state. This is an area of government which is now under the penetrating scrutiny of numerous students of government and of government research agencies. The pattern of local governments has become hopelessly confused. It becomes increasingly difficult to render a satisfactory modicum of governmental services in many metropolises, and also in many other governmental areas, because of overlapping and fractionated governmental units. The state has a major responsibility in this connection. It also has conspicuous responsibilities relating to sources of local revenues and standards of performance.

Heavy local reliance on the property tax, in conjunction with the present pattern of local units, results in the fragmentation of the fiscal effects of industrial location. One local unit may get the bulk of the fiscal revenues resulting from the plant location while other units have to meet a major share of the resultant governmental costs.

The present confused pattern of governmental units may be further complicated by the emergence of the new functional nuclei—such as industrial parks, regional shopping centers and other functional groupings—which are being developed largely outside the urban boundaries.

By way of recapitulation I would like to proffer this unsought advice to states seeking new industries:

1. Forget Marilyn Monroe and the bathing beauties.

2. Let the governor unpack his traveling bag and concentrate on good government at home rather than on goodwill tours to attract industry.

3. Go easy on subsidies. Offer them only under extraordinary circumstances and with ample safeguards.

4. Set up able and hardworking development agencies to make surveys and analyses and to assemble the necessary factual data and do the hundred and one other things that are essential in an effective industrial development program.

5. Be sure the natural advantages that your state can offer industry are not offset by inadequate governmental services.

An arterial highway will probably be more effective bait than the most cleverly devised and expensive ad in *The New York Times* or *Fortune*.

An adequate power supply will be more appealing than the good will tour of the most persuasive governor.

Ample trade school facilities and advanced scientific training centers in this electronic and nuclear age may attract high-grade industry more readily than tax baits.

# News in Review

City, State and Nation . . .

Edited by H. M. Olmsted

## State Authorities Scrutinized in N.Y.

### Study Indicates Need Of Tighter Controls

THE STATE of New York has created

53 public authorities for various specific purposes (aside from housing) in a 35-year period from the establishment of the Port of New York Authority by New York and New Jersey in 1921 to the end of 1955; and 33 of these are still active. Some of the others were consolidated with new authorities, some completed their tasks, and some never functioned.

The staff of the New York Temporary State Commission on Coordination of State Activities—sometimes called the Little Hoover Commission—has recently issued a comprehensive report on New York public authorities. It represents a detailed study over a period of several years, resulting in four reports, from March 17, 1954, to date. The fourth, published late in January 1957, (although dated March 1956) is a document of 720 printed pages, covering the 1921-55 period. Three new authorities created in 1956 are not included in the study.

The commission, which has operated since 1946, is headed by State Senator William S. Hulst and consists of three members appointed by the governor, three by the temporary president of the Senate and three by the speaker of the Assembly. The director was Dr. William J. Ronan, dean of the Graduate School of Public Administration at New York University. The report was submitted to the commission by him and by Judge Arthur H. Schwartz, counsel to the commission, and has been transmitted to the governor and the legislature.

The public authorities created by the

state exhibit many differences as to setup and procedures, and deal with such diverse activities as highways, bridges, tunnels, water supply, sewage disposal, port and terminal facilities, airports, urban transit, parks, agricultural marketing facilities, mineral springs, health facilities, parking lots, public housing, college dormitories and hydro-electric power development. They have total assets in excess of two billion dollars and bonded debt of almost one and a half billion.

### Differences in Formation

As to the governing boards of the authorities the report says, after pointing out differences as to formation, pay, qualifications and requirements:

"The comparatively high prestige of public authorities to date is due partially to the appointment of public-spirited, high-caliber persons to their governing boards. The non-salaried feature of the positions, the dramatic nature of authority undertakings and the scarcity value of appointment are all factors of importance. Board membership must continue to be attractive to the public-spirited citizen of ability if the public authority is to provide effective and responsible service to the people of the state. The undue proliferation of authorities, the introduction of political qualifications for board membership, the payment of salaries to board members and the requirement of full-time board member service are apt to result in a decline in the caliber of board membership through the unwillingness of public-spirited laymen to serve."

The report considers a full-time, salaried board chairman appropriate in certain cases—the New York City Transit Authority, the Thruway Authority, the Triborough Bridge and Tunnel Authority and the State Power Authority—with

the other board members unsalaried and on a part-time basis. For other authorities it recommends part-time boards, paid only expenses and a per diem for authority services, but with a full-time, salaried general manager or executive director. Five- or six-year terms for board members are suggested, but except in the case of ex-officio members they should be removable for cause by the appointing official or agency or by the governor.

It is proposed that civil service regulation of employees be placed with the state or local civil service commission, and that any authority exempted from civil service requirement be required to file with the governor and the legislature its personnel administration plans, including recruitment, selection, promotion, classification, compensation, etc. Retirement benefits should be provided for, through the state retirement system or other acceptable arrangement.

Much attention is given to financial matters, and it is brought out that the general assumption that these authorities have been financed independently, with little if any cost to the taxpayer, is erroneous. The report states: "There is no public authority in New York which has not received either land, free service or financial assistance at some time from governmental sources." The chief source of assistance has been the state, which has made large advances to many authorities for financing initial expenses and capital construction. It is hoped that most of these will be repaid; but this has been a slow process and may extend far into the next century.

The state is urged to adopt a consistent and enforceable policy on the repayment of advances to authorities, including a requirement that they be repaid from the proceeds of the first bonds issued after receipt of the advances or, if no bonds are issued, revenues should be pledged. Only the legislature should authorize advances.

Considerable freedom of financing ar-

rangements is recommended, subject to a maximum limit of bonds outstanding for a given authority to be set by the legislature, and approval by the state comptroller if private placement of bonds is desired rather than public sale. Provision should be made for redemption of bonds after eight years, at a premium of not more than 5 per cent, particularly if the state or a local government decides to undertake the authority's function.

### Supervision Suggested

Although authorities are directed by law to make annual reports, the direction is loosely observed. It is suggested that the state comptroller supervise such reports, and that the state budget director also prescribe the form of a further report on estimated income, operating expenses and capital construction for the current and following fiscal years, so as to give the governor, the legislature and the comptroller essential data on proposed authority plans and finances. The comptroller should have the right to examine the books of every authority and should also conduct a post-audit at least every five years (with the alternative of accepting an external audit).

It is also recommended that a public hearing be held by an authority before raising rates or terminating services.

The commission has this year introduced 48 bills incorporating some of the leading recommendations. Last year several bills dealing with some aspects of the subject were introduced. Most of these were vigorously opposed by Robert Moses, chairman (chiefly unsalaried) of four authorities and holder of four or more other public offices; only two of the bills passed.

As to the new report, Mr. Moses states: "I don't propose to guess the proportion of gas, helium, or hot air in a trial balloon sent up by ambitious staff advisors to a commission."



## Connecticut Legislative Procedure Surveyed

The Interim Committee on Procedural Aspects, Facilities and Needs of the Connecticut General Assembly has completed its report and recommendations for action at the 1957 legislative session. According to *State Government*, among major subjects covered in the report are: (1) Joint rules to govern the two legislative branches, (2) expedition of action on bills through earlier introductions and more effective procedures for reporting out of committee, (3) streamlined methods of handling bills, printing before passage, printing of amendments, and printing and engrossment after passage, (4) reorganization of the committee system including reduction in the number of committees, (5) coordination of committee work, (6) improved methods of handling and expediting hearings, (7) rescheduling of session days to meet legislative demands, (8) operation of the clerks' offices, (9) research assistance, and (10) better physical facilities including an electric vote recording machine in the House of Representatives.

In accordance with past practice, the Legislative Council on December 3 sponsored a pre-session convention of the Senate and House. There were talks at the convention on organization in each house, description of the rules, discussion of legislative procedure, and an analysis of the function of the Legislative Council. As the climax, a mock session was held.

## Florida Commission Drafts Revised Constitution

The Florida Constitution Advisory Commission, which was brought into existence by the 1955 legislature and is scheduled to report to the 1957 legislature, completed its final plenary session on January 4, 1957. The draft of the proposed constitution is now complete ex-

cept for the judiciary article (article V), and has been sent to the printer. Article V is in the hands of a subcommittee and will be separately published as a supplement to the main body of the constitutional draft.

The proposed constitution will be submitted to the legislature at the coming session, which convenes on April 2. Since the present Florida constitution allows for article by article amendment, it is expected that the legislature will consider the commission's proposals and will submit the constitution to the voters in the form of proposed amendments to the present articles.

WILLIAM C. HAVARD, *Director*  
Public Administration Clearing Service  
University of Florida

## Federal Department of Urban Affairs Proposed

The American Municipal Association, as a part of its national municipal policy, urges the establishment of a separate federal department to be concerned with the problems of cities. Under the heading "Department of Urbiculture" a resolution of the recent 33rd American Municipal Congress reads:

"The Congress should authorize a new federal cabinet post for urban affairs. Unlike the other segments of our political economy, such as industry, labor and agriculture, local governments have no one place to turn to in their many dealings with the federal government. AMA believes that in the many contacts with the federal government, greater understanding and efficiency would result in centralizing these activities, including highways, transportation, airports, housing, water and air pollution control.

"The growth and development of our cities require a comprehensive and unified administrative organization at the federal level. It is of utmost importance to recognize that the creation of such a federal department should be surrounded

with every possible safeguard to maintain the autonomy and independence of our local forms of government. The proposed Department of Urban Affairs can only be supported as a device to organize more efficiently federal-local relations and not to extend in any way federal jurisdiction over present local responsibilities."

### ***Extensive Urban Planning Urged***

The National Planning Association on February 3 called for a ten-year urban planning project to deal with the pressing problems of urban and metropolitan growth, including the dangers of spreading slums, ever-increasing traffic congestion, inadequate schools, hospitals, parks and recreation facilities and worsening sanitary conditions.

Such a project might well be initiated by a White House conference of experts in business, labor, agriculture and the professions, as well as representatives from federal, state and local governments.

The association reported that although half a million slum families have been placed in new public housing since 1933, more slums are developing, five million families are ill-housed, and in the growing suburbs irresponsible developers and inexperienced local officials without comprehensive plans are laying the groundwork for new suburban slums.

### ***Council-Manager Plan Developments***

ALTON, ILLINOIS, (32,550) on February 19 adopted the council-manager plan, 4,999 to 3,624.

CLAYTON, MISSOURI, (16,035) adopted a council-manager charter on February 14 by a vote of 1,748 to 284. The plan becomes effective April 2 of this year.

BERKELEY, MISSOURI, (5,268) adopted a home rule charter providing the council-manager plan on February 13 by a vote

of 1,487 to 1,105. The new charter will go into effect in April.

The borough council of PHILIPSBURG, PENNSYLVANIA, (3,988) on December 11 adopted an ordinance authorizing employment of a borough manager. Actual hiring of a manager was expected to await further study of the matter.

OLIVETTE, MISSOURI, a suburb of St. Louis, voted on January 22 to change its status from town to third-class city (506 to 194) and to adopt the council-manager plan (478 to 215). The change will occur in April with election of a new council. Olivette is claimed to have a present population of about 6,000, as compared to 1,761 in 1950.

A private community in CALIFORNIA, ROLLING HILLS, voted January 8 to incorporate as a sixth-class city. It also approved the council-manager form of government, 294 to 153. The city is a seaside community of four square miles about 30 miles south of Los Angeles. It has two gates attended by guards and two more operated by property owners' key cards.

At a referendum in the town of GROTON, CONNECTICUT, on January 19 a council-manager charter providing for a representative town meeting was approved by the voters for presentation to the state legislature. Elections are to be partisan, with a council of seven to be elected at large for two-year terms and 60 members of the representative town meeting to be elected from districts, also for two years. Each political party is to nominate two-thirds of the number of representatives from each district, and each voter shall vote for two-thirds of the representatives for his district. Constables, justices and a few other officers are also to be elected. The council appoints six boards or commissions, as well as the manager, clerk, attorney and auditor.

A committee has been formed in WINDSOR LOCKS, CONNECTICUT, to study the town manager form of government. The

town, which is growing rapidly, is now governed by a board of selectmen.

In CLINTON, NORTH CAROLINA, the city commission voted approval, three to one, of a change to council-manager government. The state legislature will be asked to pass an enabling act for this purpose. A local referendum on the subject is scheduled for May 7 at the municipal election.

At the request of the city council of WEST MIAMI, FLORIDA, the Dade County Research Foundation has drafted a council-manager charter for the council's consideration.

In BRADENTOWN, FLORIDA, the Chamber of Commerce has undertaken a study of the council-manager plan.

CHILLICOTHE, OHIO, defeated a proposal to adopt a council-manager charter on November 6 by a vote of 4,532 to 4,027.

On February 14, CLARKSBURG, WEST VIRGINIA, (1950 population 32,014) revised its council-manager charter by a vote of 6,902 to 3,998. The new government will go into effect on July 1, 1957.

In NEENAH, WISCONSIN, a citizens committee has circulated petitions for a spring referendum on the question of adopting the council-manager plan. The latter has been advocated for several years by the *News Record*. On January 16 the city council acted to hold such a referendum at the April 2 election, together with an advisory referendum on three plans—council-manager, full-time mayor, or part-time mayor as at present.

The city council of FOND DU LAC, WISCONSIN, has referred to the people at the April 2 election the question of changing from the commission plan to the council-manager plan. The Citizen Municipal Government Committee had sought immediate council action to adopt the manager plan.

A citizens committee has been formed in GRANITE CITY, ILLINOIS, to foster a movement for adoption of the council-manager plan. Another committee had

been previously appointed by Mayor Davis to study various plans of municipal government and to make recommendations to the city council in September 1957.

On December 21 Judge Leonard E. Telleen of the Rock Island (Illinois) County Circuit Court ruled that petitions calling for a referendum on the question of abandoning the council-manager plan in the city of ROCK ISLAND were filed prematurely, inasmuch as the plan has not been in effect for four full years as required by Illinois statutes. The plan became effective in May 1953. Opponents of the plan announced their intention to appeal the decision.

CORBIN, KENTUCKY, voted on November 6 to retain the council-manager plan, 1,764 to 1,402. The plan has been in effect since 1950.

A village manager proposal was defeated in GRAND RAPIDS, MINNESOTA, by a vote of 922 to 759 in December. A petition for a vote on the question had been presented to the council.

The charter commission of HANNIBAL, MISSOURI, has announced tentative adoption of a mayor-aldermanic form of government, despite a public opinion poll of about 600 persons showing a preference of three and a half to one for the council-manager plan.

The WARRENSBURG, MISSOURI, Chamber of Commerce is sponsoring petitions calling for a vote on the question of adopting the council-manager plan.

EUREKA, KANSAS, defeated a council-manager proposal 750 to 239 on January 22.

The ARKANSAS legislature has passed amendments to the state's optional council-manager act, making changes sponsored by the Good Government Committee of Little Rock, where the manager plan was adopted in November. The amendments clarify obscurities in the law and permit the choice of a manager from

(Continued on page 145)

## Washington Counties Review Themselves

### Commissioners Outline Steps for Future Action

**S**IGNIFICANT, long-range concepts as to what county government should be prepared to do to meet modern problems of growth and expansion have been discussed and are under further consideration by Washington's State Association of County Commissioners. A general policy statement, outlining several steps which will merit future association attention, covers a program designed to equip counties with tools for the task.

Specific legislation to implement proposed changes will be considered later. Not all revisions are to be adopted simultaneously, thus allowing time for consideration and bill drafting, following a suitable sequence. However, initial proposals to be drafted for consideration by commissioners include one or more of these recommendations:

1. Following patterns used by cities and towns, boards of county commissioners would become nonpartisan in nature. Membership of boards would be increased in large population counties.

2. Boards would be empowered to employ a county administrator who would follow policies as established by board order.

3. Authority for setting salaries, office hours and vacation policies among all county employees would be given to county boards, together with power to establish a merit system.

4. Powers would be given to counties to render any services required by residents or to contract with other units of government to supply such services.

5. So-called "junior taxing districts,"

such as sewer, fire, water and others, would gradually be integrated into an over-all county plan, eliminating a patchwork pattern which now exists.

6. County officers requiring professional qualifications, such as the assessor, who are now elected on a partisan basis, should be made appointive.

7. Additional local millage would be available to finance expanded county operations through utilization of that now available to "junior districts" and by broadening bonding and special levy authorizations for special services.

8. A "general law" would be sought to permit county residents to combine their territory with that of an adjoining county if terrain and other considerations warranted action. This would skirt a constitutional restriction on county boundary alteration.

9. Performance or program budgeting, coupled with a pre-audit or "commitment of funds in advance" procedure, would be adopted for all counties. Administrators would have a warning when funds became scarce and a much greater control over finances could be exercised.

Commissioners feel that their long range plan would: (1) Allow them "to meet the explosively expanding needs of the citizens of our state's suburban areas on a sound, effective and economic basis geared to the needs of each community"; and (2) "ensure the election of sound, competent, effective county officials by pointing the finger of total responsibility directly at the board while denying them any other person or group to hide behind, and at the same time giving them adequate, modern tools with which to do their job."

Local government in Washington has followed a casual pattern of organization. Administrative structures suitable for transaction of public business a century

ago, 50 years ago, or even a few years ago, cannot cope with today's problems brought on by a record influx of population. Help is needed if counties are to be continued as a vital unit of government. While machinery has been provided to establish 718 other units of local government, excluding cities, towns and school districts in Washington, little attention has been accorded the county. King County (which includes Seattle) has 53 separate water districts, 21 sewer districts, 35 fire districts—without conforming to an over-all coordinated program. Other counties also have circumstances that dismay those who are aware of these problems.

#### Five Recommendations

For more than a year a research project has been under way as a joint undertaking of the Washington State Research Council and the commissioners association to find methods of assisting counties now operating with "red" balances. Preliminary recommendations were presented by the Research Council to the Association of County Commissioners' annual convention in June 1956.

The suggestions were included in an interim report prepared for delivery by Joe K. Alderson, chairman of the council's committee for the counties fiscal study. The research project has been under way for more than a year as a joint undertaking of the council and the commissioners association. Most of the recommendations would require some revision in state laws.

Latest county current expense fund statistics (as of December 31, 1955) show that ten Washington counties had deficits: Franklin, Grant, Grays Harbor, Island, Jefferson, Kitsap, Pend Oreille, Thurston, Wahkiakum and Whatcom. A number of counties dodge between the "black" and the "red" from year to year. Seventeen counties had deficits in 1949.

#### Metropolitan Council Bill Introduced

A bill authorizing the creation of a metropolitan council for the Seattle and other urban areas in Washington was introduced in the state legislature late in January. The proposal provides for a metropolitan council consisting of representatives of mayors, city councils and county commissioners in the area. The council would perform metropolitan phases of various functions. The local units would continue to provide local services.<sup>1</sup>

<sup>1</sup> See the REVIEW, September 1956, page 396.

"There appears a serious lack of coordination between county officials in some counties, developing in part from county government structure as set up in statutes and in the constitution," according to the Alderson report. "This serves to make county government more costly, unwieldy, ineffective and unresponsive than it should be."

*Recommendation No. 1.* Greater control of local millage should be placed in the hands of county commissioners.

"Many junior taxing districts have claimed, year after year, during a period of rising valuations, their full statutory millage. In the judgment of county commissioners, such division of local revenues was unwarranted." County road funds, which are allocated ten mills, were not at all pressed in some counties. But current expense funds, which receive eight mills, were in deficit in the same counties, although services were pared to the absolute minimum.

*Recommendation No. 2.* Legal provision should be adopted to give greater co-

ordination between county commissioners, who approve the budgets, and assessors, who evaluate property for tax purposes to support those budgets.

Some assessors hold that they have been unable to carry out adequate appraisal programs because commissioners have not approved their budget requests. Some commissioners, on the other hand, argue that assessors failed to prove that revaluation actually would occur, and the increased budgets thus have been disallowed.

*Recommendation No. 3.* Budgeting procedure should be revised for counties and local governments which operate in the same geographical area and performance budgeting should be applied, especially to counties.

Budget documents in some counties do not present adequate information on past accomplishment or future plans. "There is hardly a way open for the average citizen to review a budget and derive any understanding as to whether such proposed figures are too generous, too small to accomplish the tasks assigned by law, or appropriate for the same level of service furnished the previous year."

*Recommendation No. 4.* Since state law forbids paying employees more than elective officials, the statutes relating to salaries of county officials and their deputies need adjustment in several counties.

Assessors in some counties cannot attract and retain competent appraisers when resources are not available to pay more than \$240 per month salary.

*Recommendation No. 5.* Other units of local government—cities, school districts, public utility districts, other junior districts—should be charged for bookkeeping and other services which now are paid entirely from the county current expense fund. The state also should pay for recording fees, as in highway relocation.

EWEN C. DINGWALL,  
*Executive Director*  
Washington State Research Council

### ***Baltimore County Elects Officials under New Charter***

At a special election on January 23, Baltimore County chose its first county council under the home rule charter adopted last November. Seven councilmen, each a resident of one of the councilmanic districts defined by the charter, were elected on a county-wide ballot. The party division of the council, four Republicans and three Democrats, gives the Republicans partial control of the county government for the first time in half a century. Michael J. Birmingham, a Democrat, who had been president of the board of county commissioners under the old governmental setup, assumes the position of county executive which under the new charter he will hold until the next general election in November 1958, when the voters will choose both the executive and the council.

### ***North Carolina Improves County Personnel***

Progress in county personnel administration in North Carolina is reported by Donald B. Hayman, of the Institute of Government, University of North Carolina, in *The County Officer* for January 1957. One of the most significant developments has been the decline of fees as a method of compensation for county officials. "Salaries have generally replaced fees for the following three reasons:

"(1) Morale and efficiency are increased, because each employee may be compensated according to his duties and responsibilities.

"(2) All funds may be appropriated according to need.

"(3) Salaries may be promptly adjusted with changes in duties or the cost of living. . . .

"The abandonment of the fee system and the delegation of authority to set salaries to the county commissioners tend to make county government more unified



and responsible. The salary increases, the shorter work week, written personnel rules, and social security coverage tend to make county government more attractive employment. The adoption of standardized position classification and pay plans should improve administrative organization and employee morale and thereby improve the efficiency of county government. Because of these seven recent developments in county personnel administration, North Carolina counties are now better prepared than ever before to fulfill their increasing responsibilities."

### **Pennsylvania Counties Vote on Health Departments**

The approval of county health departments in two Pennsylvania counties was the subject of local referenda in the 1956 general election. Butler County voters by a four-to-one margin supported the county health department established as a pilot agency in the state four years earlier. Lehigh County, which includes the city of Allentown, defeated by a narrow margin establishment of a county health department. The proposition was opposed by the county commissioners. Proponents have promised to submit the question to another popular referendum.

### **CITY, STATE AND NATION**

(Continued from page 141)

anywhere in the country instead of from Little Rock only. Appointments and removals by the manager are subject to confirmation by the board of directors (city council).

ABILENE, TEXAS, voted 3,607 to 1,316 to retain the council-manager plan at an election on January 22. The plan had been adopted in 1946.

In an advisory referendum in WINDSOR, ONTARIO, CANADA, on December 3 the council-manager plan was favored 17,012 to 10,762. The city council also has approved the plan. Application must now be made to the provincial legislature for enabling legislation.

### **Anchorage, Alaska, Wins Two Awards**

Two causes for celebration occurred in Anchorage, Alaska, within a five-day period in January. On the 23rd, word was received that Anchorage had won first place in Alaska and in its national population group (class 5) in the 1956 fire prevention contest; its national rating jumped from seventeenth, in 1955, to seventh.

On the 27th Anchorage received the award as an All-America City at a ceremony attended by Secretary of the Interior Fred Seaton as well as by Harold S. Sheffelman of Seattle, representing the National Municipal League, and George B. Leonard of San Francisco, representing *Look* magazine.<sup>1</sup>

### **AMA News Bulletins Now Combined**

The *American Municipal News* and the *Washington Municipal News*, prepared and published by the American Municipal Association, of Chicago and Washington, have been combined in a single semi-monthly publication, starting with the January 15 issue. The Washington portion of the new *American Municipal News* deals particularly with federal government actions affecting cities.

<sup>1</sup> See also pages 167, 168, this issue.

**Proportional Representation**

*Edited by George H. Hallett, Jr.,  
and Wm. Redin Woodward*

(This department is successor to the Proportional Representation Review)

## U.S. Representatives vs. Popular Vote

### Wide Discrepancy Between Seats Won and Votes Cast

A COMPILATION of the popular vote last fall for members of the House of Representatives shows wide discrepancies throughout the nation in the division between Democrats and Republicans elected as compared to the division of the popular vote. The discrepancies would be startling if they were not taken so much for granted. The lack of equitable proportional results in the various states is due to the use of single-member districts (in New Mexico and North Dakota, each of which elects two members, the election was at large) and to the failure of many states to reapportion according to population changes.

The total popular vote for representatives was tabulated by states and regions in the *New York Times* for February 10, 1957. The total vote was 58,625,688, of which 30,074,292 was for Democrats, 28,441,290 for Republicans and 110,106 for other candidates. The margin of Democratic votes over Republican was 1,633,002, and 234 Democrats were elected out of 435. In 1954 the Democratic margin of the popular vote was 2,330,000, but fewer Democrats were actually elected then (232). In 1952 the Republicans obtained a majority of seven seats in the House although the Democrats obtained a majority of the popular vote, polling 250,000 more votes than the Republicans.

The Democratic proportion of the popular vote in 1956 was 51.3 per cent, and the party's proportion of House seats won was 53.8. This is not a wide disparity, but the relative closeness is only

the result of wide differences in many states happening to cancel one another out to a large extent.

In the accompanying table the percentage of Democratic seats for each state is compared with the percentage of the popular vote for representatives in the same state, and this is also done for the seven groups of states used by the *Times*.<sup>1</sup>

In the southern group the Democrats, as usual, made their best showing in comparison with other groups, and the percentage of seats won considerably exceeded the percentage of the votes—the latter percentage also being high, of course, because of meager though increasing opposition. Elsewhere wide swings are observed as between the two parties. In eight states (three of them with only one seat) no Democrats were elected; these include Connecticut, where none of the six seats went Democratic despite the party vote of 39.4 per cent, and Nebraska, where all four seats went Republican in the face of a 40.3 per cent Democratic vote. States where the Democrats won seats but in much smaller proportions than their popular vote include Indiana, Iowa, Kansas, Michigan, New Jersey, Ohio, Washington and Wisconsin.

In ten states no Republican representatives were elected. Six of these are in the south. In the other four the Republican vote ran from 44 to 46 per cent; in two of them only one seat was at stake. In Missouri 40 per cent of the vote gave the Republicans only one seat out of eleven; and in Oregon and West Virginia 47 per cent of the vote gave them 25 and 33 per cent of the seats, respectively.

<sup>1</sup> The data as to popular vote were derived from the *Times* and *Congressional Quarterly*, report for week ended January 4, 1957, and the data as to House membership by parties were from the 1957 *World Almanac*.

U. S. HOUSE OF REPRESENTATIVES  
ELECTION, NOV. 6, 1956

State	Total Mem- bers	Per Cent Democratic Mem- bers	Vote Cast
New England:			
Conn.	6	0	39.4
Me.	3	33.3	48.6
Mass.	14	50.0	48.8
N. H.	2	0	38.7
R. I.	2	100.0	53.9
Vt.	1	0	22.9
	28	35.7	45.4
Middle Atlantic:			
Del.	1	0	48.0
Md.	7	57.1	51.3
N. J.	14	28.6	40.7
N. Y.	43	39.6	44.7
Penna.	30	43.3	47.2
W. V.	6	66.7	53.1
	101	41.6	45.7
East Central:			
Ill.	25	44.0	46.4
Ind.	11	18.2	44.1
Mich.	18	33.3	49.8
Ohio	23	26.1	42.7
	77	32.5	45.9
West Central:			
Iowa	8	12.5	45.6
Kan.	6	16.7	46.8
Minn.	9	55.6	51.3
Mo.	11	90.9	59.7
Neb.	4	0	40.3
N. D.	2	0	37.7
S. D.	2	50.0	50.5
Wis.	10	30.0	45.8
	52	40.4	49.5
Mountain:			
Ariz.	2	50.0	52.4
Col.	4	50.0	53.1
Ida.	2	50.0	46.4
Mont.	2	100.0	55.6
Nev.	1	100.0	54.2
N. M.	2	100.0	53.2
Utah	2	0	41.1
Wyo.	1	0	41.8
	16	56.3	50.2

## Pacific:

Cal.	30	43.3	52.4
Ore.	4	75.0	52.9
Wash.	7	14.3	45.0
	41	41.5	51.3

## South:

Ala.	9	100.0	86.5
Ark.	6	100.0	87.3
Fla.	8	87.5	62.6
Ga.	10	100.0	91.6
Ky.	8	75.0	52.2
La.	8	100.0	85.2
Miss.	6	100.0	100.0
N. C.	12	91.7	69.9
Okla.	6	83.3	59.7
S. C.	6	100.0	95.3
Tenn.	9	77.8	58.9
Tex.	22	95.5	85.8
Va.	10	80.0	59.7
	120	91.7	73.0

Totals 435 53.8 51.3

In 24 states the Democrats had a vote percentage in excess of the percentage of seats won. In 23 states the Republicans had a similar experience—twelve of these being in the south. In California the Democrats had a majority of the vote but won a minority of seats—only 13 as against 17 for the Republicans.

Even where the two percentages for a given state are not very different, gross inequalities may exist within the state. Thus, while the Democrats won 16 of the 22 seats in New York City, they elected only one representative out of 21 in upstate New York. Their votes in the two areas were 57 and 35 per cent.

In addition to these disparities between the popular vote and the election results in terms of seats won—and one of the causes of the disparities—is the wide variation in population of congressional districts. This is featured in the December 1956 issue of the AFL-CIO *Economic Review*, which points out that in Texas one district, containing the city of Houston, has more than three times the population of the district of least population, and two other urban districts are more

than twice as large as each of three rural districts. In ten other states there are urban districts that have from two to almost three times the population of the smallest district, and in seven more states the most populous district is from 75 to 100 per cent above the smallest.

The same publication also presents comparisons as to representation in state legislatures, where in many cases the situation as to unequal representation is still worse—to the extent that in five states a majority in one of the houses of the legislature can be elected by from 10 to 14 per cent of the population.<sup>2</sup>

The use of a proportional representation system of voting, such as the Hare system (utilized in Cincinnati), would not only provide for fair representation of each party in each state, other than one-member states, but would also obviate redistricting, except in the more populous states which might properly be divided into a few large districts, each electing several representatives by P. R. voting.

H. M. OLMSTED

## Rio de Janeiro Uses List System

The election of the municipal council of Rio de Janeiro in 1954 is the subject of an article in the *Inter-American Municipal*

<sup>2</sup> See the REVIEW, December 1955, page 571.

*Review* (October-December 1956, pages 54-65). The article is based on a study made by students of the Public Administration School of the Getulio Vargas Foundation under the guidance of Professor L. C. Hill of England.

The election is held at large but each voter has the right to cast his ballot for one candidate only. The election system used is a party list form of P. R.—the 50 council seats being apportioned among the various parties according to the number of votes the candidates of each receives (d'Hondt method). The order in which candidates are chosen from the list as seats are assigned to the party is not determined by party officials but by the number of individual choices each candidate receives. Ballots printed on behalf of the various candidates are the only ones that may be used. These bear the name of the office, the name of the party and the name of the individual candidate.

The printed ballots may not be marked in any way and are placed in an envelope given to the voter at the polls and deposited in the ballot box. Ballots are distributed before the election by party workers. Parties may nominate as many as 66 candidates for the 50 council seats. Votes for all of them count for assigning seats to the party.

In the 1954 Rio de Janeiro election  
(Continued on page 166)

### MUNICIPAL COUNCIL ELECTION, RIO DE JANEIRO, 1954

Party	Votes Cast	Percentage of Votes	Seats Won	Percentage of Seats
National Democratic	115,842	17.8	9	18
Brazilian Labor	111,764	16.8	9	18
Social Democratic	84,949	12.8	7	14
Social Progressive	74,756	11.3	6	12
Republican	68,999	10.4	5	10
Christian Democratic	42,656	6.4	3	6
Brazilian Socialist	33,128	5.0	2	4
Labor Social	32,618	4.9	2	4
National Labor	32,048	4.8	2	4
Labor Republican	26,302	4.0	2	4
Liberation	24,169	3.6	2	4
Popular Representation	16,138	2.4	1	2

## Education Aid Program Presented

### President Gives New Proposal to Congress

THE prospect of federal aid for education again presents itself following the President's message to Congress on January 28, 1957. Long a subject of congressional deliberation, some form of federal aid for education has been debated in most sessions of Congress since World War I, when the nation was made aware of its illiteracy rate. Now, taking a cue from the success of the campaign for increased federal highway financing, which resulted in the federal aid highway act of 1956, proponents of federal aid for education consider their chances of success better this year than in any recent session of Congress.

At present the federal government provides three forms of financial aid to local education programs. The oldest is for vocational education, first established in 1917. This program involves federal grants for vocational training in agriculture, home economics, trade, industrial arts and distributive occupations. Second is the school lunch program, consisting of federal grants and commodity donations to public and private schools under the terms of the national school lunch act of 1946, as amended. Third is the program of federal financial assistance for construction and operation of schools in areas where federal activities lead to an influx of children and thereby impose a burden on local communities.

The new program requested by the President would grant federal aid to the states to assist localities in catching up with classroom needs. Outlined as an emergency measure, federal assistance

would be limited to four years and would involve direct grants as well as federal funds for the purchase of local school bonds. Stimulative grants would encourage an accelerated construction effort to eliminate the building shortage, while federal purchase of school district bonds would hold down borrowing costs for locally raised moneys. In addition, the federal government would help provide reserves for bonds issued by state school financing agencies and would make grants for planning school construction programs.

Following the President's request, two bills were introduced. A bill implementing the President's proposal was introduced in the Senate and a bill under Democratic sponsorship was also introduced. In general, the Democratic bill is more liberal. The President's measure would provide \$1.3 billion in grants for school construction over a four-year period, while the Democratic program calls for \$3.6 billion in grants over the next six years. As outlined by the President, the federal aid program would involve four types of aid.

First, the federal government would provide grants to the states for school construction at a rate of \$325 million a year for four years, a total of \$1.3 billion. The grants would be stimulative, designed to step up state and local effort in school construction. In the first year of operation, receipt of the grants would be conditioned on matching by state and local funds, but after the first year matching would be required by state appropriated funds only. The allocation of moneys would be based on a formula taking into account school-age population, relative financial ability to meet school needs and the total effort within the states to provide funds for public schools. Present estimates indicate that in the first year of

operation the program would furnish to the states grants ranging from a maximum of \$19,842,000 for Texas to \$203,000 for Nevada. On a per child basis, the aid would amount to a maximum of \$13.51 each for Arkansas and South Carolina, ranging down to the minimum of \$4.56 for Connecticut.

Second, the federal government would provide \$750 million over a four-year period for the purchase of local school construction bonds. Bonds would be purchased from districts which had sought unsuccessfully to market their bonds at "reasonable" rates of interest, and states would be required to screen local bond issues to determine which districts were most needy and to ascertain the soundness of the proposed financing. The federal government would purchase the bonds at an interest rate equal to the average interest on long-term Treasury obligations, plus one-half of 1 per cent. The Treasury's interest cost would be figured for each quarter by computing the average yield to maturity during the month preceding the quarter of all outstanding obligations of fifteen or more years' maturity and adjusting this figure to the nearest one-eighth of 1 per cent.

Such a calculation for the current quarter, based on the December market, would be about  $3\frac{3}{8}$  per cent. The additional one-half of 1 per cent would raise the federal government's rate to  $3\frac{7}{8}$  per cent. Thus, if a school district attempted to market its bonds and received a low bid of 4 per cent, and if it met the other conditions of the proposal, then it could sell its bonds to the federal government at  $3\frac{7}{8}$  per cent. The interest rate at which the federal government would purchase the bonds would vary from quarter to quarter, depending on the Treasury's long-term interest costs. Bonds would have to be of 30 years or less maturity and could be general or special obligations.

Third, the federal government would

make advances to help build up basic reserve funds of state school-financing agencies, such advances being limited in the aggregate to \$150 million over the four-year period. The agencies eligible for such advances would have to be established by states for the specific purpose of building schools under a lease-purchase type of arrangement. The school districts would pay for the schools by means of rent or lease payments until the indebtedness was eliminated.

The federal funds would help build reserves to enable the state agencies to issue bonds. According to the Department of Health, Education and Welfare, the proposed \$150 million would enable state agencies to issue bonds up to a face amount of \$6 billion. In last year's proposal it was recommended that national banks be allowed to purchase the obligations of the state school financing agencies to be established, but this year this recommendation was omitted.

### Grants for Planning

Finally, the federal government would make grants to the states in the total amount of \$20 million over the four-year period for planning school construction programs. This grant would be allocated on the basis of school-age population and would be conditioned on matching by the states.

Politically, the proposal has received widespread endorsement, as evidenced by the fact that both parties have set forth versions similar in principle. Attempting to avoid the major reason for the defeat of last year's proposal, the President urged that this year's bill be enacted on its own merits, "uncomplicated by provisions dealing with the complex problems of integration." Both the speaker of the House and the Republican House leader have lent their support to the measure in principle with reservations only as to detail. A number of conservative supporters have been enlisted by the



stress on the "temporary" nature of the program.

A campaign against the bill has been launched by ardent opponents of the principle of equalization. This principle currently has widespread acceptance in state school aid formulas and is evidenced by a distribution formula which measures need, effort and ability to meet needs. In operation, it seeks to distribute larger amounts of aid per pupil to needy areas which have lower amounts of resources and which, additionally, make an effort to finance their needs equal to the effort of other areas. The school construction grants embody this principle.

The New York State Citizens Public Expenditure Survey pointed out in opposition that the program "doesn't make sense" for New York State. This group contended that, under the bill last year, New York State taxpayers would pay \$76 million more in federal taxes than the state would receive in the new form of federal aid. Concerning this year's measure, the United States Chamber of Commerce has argued that the net effect of the bill would be that New York, California and fourteen other states and the District of Columbia would provide the funds to build additional classrooms in 32 other states.

Space limitations do not permit a detailed analysis of the proposal, and no attempt will be made here to enter into the controversy over the principles of federal aid or of equalization. Two points, however, might be mentioned. Obviously the need for school construction is great, and it may be true that only with federal funds can the problem be solved over the country. Local governments should bear in mind, however, that federal programs often are not temporary in their duration. Moreover, in not solving their own problems, localities are seeking not only less responsibility but less control. Sound public finance requires that the level of government that raises the taxes should

also supervise the expenditure of the funds. Grants-in-aid do and should involve some measure of control. Also, to the extent the federal government is required to raise the money to finance the program, its taxes will further reduce the amount available for state and local use, since the same taxpayer is required to pay taxes at all three levels of government.

On other grounds the proposal set forth by both parties does contain technical features the desirability of which is questionable. The encouragement which the bill lends to the establishment of state school building authorities is of dubious value, and the growing entry by the federal government into the capital market has been questioned by some observers.

#### Use of Authorities

Under the bill, the establishment of school building authorities is consciously stimulated, since the federal government would promise to contribute to the establishment of bond reserve funds necessary for a high credit rating. In a sense, this federal stimulation is not unlike the measure which over 40 years ago led to the establishment of the state highway departments. Two questions are pertinent. One is, do local governments really want a new state agency to be established for financial reasons but which may eventually assume additional powers over building construction? The second is, has the actual operation of the school building authority device in several states been such as to recommend itself for nation-wide use? Evidence has not yet been presented to establish the affirmative.

Concerning the entry of the federal government into the school bond market, two fears have been expressed by Under Secretary of the Treasury Burgess. Although he endorsed the measure, Mr. Burgess thought it might make too many local bond issues eligible for federal

(Continued on page 166)

## Make Room for Young People

### Movement for Civic Reform Must Include Their Help

EDITOR'S NOTE.—The article below appeared as an editorial in the Yonkers (New York) *Herald Statesman* for January 11, 1957.

**I**F THERE is to be a successful movement in Yonkers for the revision of our city charter—so that we can elect our common council from the city at large—it must be peopled with young men and women.

We mention this for two reasons: First, that such a movement seems to be reviving (at least in the talking stage) and second, that it would be a dreamy adventure to expect that the Yonkers residents who gave of themselves so unselfishly and vigorously two decades ago can be depended upon to engineer a repeat performance.

One of the major weaknesses of our public interest in municipal government and its various problems is the fact that we have not developed such training of our young people—in public schools, in colleges and universities, in business and industry and the professions—so that they may take their place as integral parts of our community.

Not only has there been a failure in preparation but a failure on the part of political organizations—both major parties and independent groups as well—to develop such interest among young people, particularly those who are newly married and launching upon home and family of their own.

That these young people have the potential intelligence, energy and articulateness necessary to the task of community

improvement has been clearly demonstrated in Yonkers.

Settling largely in the growing sections of our city, they have known what they wanted in homes, schools, sewers, roads, playgrounds and other civic improvements. They have not lacked or spared the ability to raise their voices in forceful and logical tones on this or that occasion.

But this energy has been expended over matters that directly affect them, matters that frequently are right on their front doorstep. They have furnished the sinews of the civic organizations that fight zone changes. They are to be found in the Parent-Teacher Associations fighting for better schools, in youth-guidance groups crying for better recreational facilities.

We believe that when the growing pains of their neighborhoods subside, these young adults will be the natural and logical leaders of the broad civic reforms that we need so much.

When they themselves perceive their opportunity in this wider and bigger field, they will recognize that there is an arena in which to battle where not only their own doorstep will be protected but also most of the doorsteps in the entire city. With truly reliable city government, many of their smaller problems will vanish.

In too many ways the formalized organizations have almost turned away the youthful folk. Sometimes this has been due to a natural reluctance on the part of elderly persons to relinquish power—for political power can be not only gratifying and satisfying and rewarding but it becomes a luxurious habit.

Frankly, we do not expect to see either the Republican party or the Democratic party here in Yonkers making any great strides in bringing youth into its meeting halls, into its posts of honor and power and patronage. The reins have been held

for generations by men laden with years and they are usually passed along to others full of years. It does not take long for youth to discover it is welcome for errands but not for major public service.

To those independents who hope to reconstruct our city charter and common council so that we may bring back responsible government—instead of the log-rolling and backscratching and within-the-council scrambling for power that goes on and on—we can make the unqualified assertion that there is little or no use to try to round up the civic patriots of yesteryear and ask them again to form an army with banners.

The proper procedure—even if it takes a few years to achieve the end result—is to organize and train young men and women (none over 35, for example).

By this they would emulate the wiser courses in business and industry and lay a foundation that—whatever betide—would be good for these younger citizens, be good for our municipal government and be an invaluable boon for the city of Yonkers and its future.

## Sixty Years on the Firing Line

EDITOR'S NOTE.—The item below is taken from the January 1957 issue of *Across from City Hall*, "A monthly digest of civic affairs as seen from the Citizens Union (of New York City) window across the park from city hall."

Citizens Union [of New York City], founded in 1897, is 60 years old! Old soldiers just fade away, and individuals, with a few notable exceptions right in our own organization, slow down with time and lose some of their energy and enthusiasm. But civic organizations improve with age: they gain in membership, prestige, reputation and, above all, in the experience which makes them of incalculable value to the communities they serve.

You will find some organizations appearing at hearings and meetings on budgets, some on housing, some on education and others on various special subjects, but you will find Citizens Union at all of them, at Albany [state capital], at city hall and all over town. You will find Citizens Union in the courts, fighting for proper use of the taxpayers' money and for enforcement of the law. You will find it on the air, on your TV screen every Sunday afternoon airing, through the cooperation of WRCA, the views of city officials and others connected with government affairs. In this 60th year we expect to reach the 200th "Citizens Union Searchlight" program.

Citizens Union's staff is small but experienced and willing and, with hard-working volunteer officers and loyal and devoted volunteer committee members, we hope that for at least 60 more years the Citizens Union will continue to grow, in size and accomplishment, as "a union of citizens, without regard to party, for the purpose of securing the honest and efficient government of the city of New York."

Citizens Union was only eight years old when its committee on legislation was started. We won't say how old Walter Frank was then, but he is now starting his 33rd year as chairman of the committee and George Hallett [executive secretary] has begun his 24th session as Citizens Union representative at Albany, translating the committee's advice into legislative action.

## 25th Anniversary

The Citizens Budget Commission of New York City celebrated the 25th anniversary of its founding at its annual dinner on January 9. "Seven mayors . . . have known the help and the criticism, often simultaneous, of the commission," reports the *New York Times* editorially. The commission "has scrupulously adhered to the nonpartisanship essential to

its continuing usefulness. . . . The durability of the Citizens Budget Commission through a quarter century demonstrates that the need for steady, realistic, informed examination of city spending and debt increases as the city grows."

The commission's board of trustees, at its last meeting, unanimously adopted a resolution launching a movement to stimulate interest in fixing a week of the year during which communities throughout the country would stress civic participation.

### **10th Anniversary**

The January annual meeting of the Citizens Plan "E" Association of Worcester, Massachusetts, marked the tenth anniversary of its organization on January 11. Speaker for the occasion was Robert P. Goldman, attorney and chairman of the City Charter Committee of Cincinnati. His subject was "P. R. [proportional representation] An Asset in Municipal Elections."

### **Back Constitution Revision**

The League of Women Voters of Texas, as well as local leagues, will work for revision of the Texas state constitution. During the past few years the league has been studying the need for and various aspects of revision. "After a four-year study of our state government and constitution," said Mrs. Horton Wayne Smith, president of the state league, "league members are convinced that the time has come when we can no longer postpone an official program leading to complete revision."

Immediate action will be taken by the league to stimulate citizen interest and work toward having the 1957 state legislature resolve to have the Texas Research Bureau begin study and make suggestions on the proposed revision. Mrs. Smith said citizens must take part in the movement from the very first and there must be good research, then time for citizen

discussion before a convention can be called to rewrite the constitution.

### **Chicago Conference**

The annual civic conference of Citizens of Greater Chicago was held on January 18. Sessions began at 9:30 A.M. with a business meeting; at 10:30 three workshops were held—on the Illinois court system, improving election laws and metropolitan problems. A luncheon meeting heard H. Bruce Palmer, president of the Mutual Benefit Life Insurance Company, speak on "Leadership for Today's Civic Problems"; Richard S. Childs, chairman of the executive committee of the National Municipal League, spoke on "Better Government Through Shorter Ballots." The group has issued *An Inventory of Civic Progress 1940-1956* (twelve pages) which describes progress made in improvement of city, county and state government. The organization is composed of some 280 professional, business, welfare, religious, community and civic groups.

### **Organize for Home Rule**

The League of Women Voters of Indiana has announced organization of a statewide Citizens' Committee for Home Rule in Indiana. A proposed home rule amendment was presented to the pre-legislative conference of the Indiana Chamber of Commerce in late November and the committee has discussed strategy for presenting it to the 1957 General Assembly. "This new amendment represents two more years of study on home rule," Mrs. John A. Campbell, state president of the League of Women Voters, commented. "All the leagues of the state have studied home rule proposals by the American Municipal Association (an organization of municipal officials), the National Municipal League (a citizens' group) and the constitutions of other states.

"As a result, the leagues last May

gave direction to their state board as to what powers and procedures they wanted in a home rule amendment. Legal authorities and political scientists were consulted in the preparation of this amendment."

### **Single Election Head**

After a study lasting four years, 83 local Leagues of Women Voters in New Jersey have recommended that the state take steps to secure a State Department of Elections headed by a single commissioner appointed by the governor with the advice and consent of the Senate. This, they believe, would clear up confusion and protect the rights of all voters in New Jersey.

### **Get-together with Legislators**

The Board of Directors of the Citizens' Plan "E" Association of Worcester, Massachusetts, held a dinner meeting on November 26, to which were invited local members of the state legislature. Purpose of this annual event is to give the CEA and the legislators an opportunity to discuss problems in which the legislature and the city are jointly interested.

### **APCA 1957 Conference**

The American Planning and Civic Association has scheduled its 1957 National Citizens Planning Conference for June 9-12, at the Hotel Marion, Little Rock, Arkansas.

Theme of the conference is "Main Street 1969"—the date the thirteen-year federal highway program is to end. Major topics will include a case history of a plant location, a report on the interstate highway system, The Main Street of 1969, and a regional river valley development.

The conference is designed for the businessman. Nationally known speakers have been invited, and the program will contain a minimum of planners. The planners and other experts in their field will act

as convention consultants for buttonholing by conference delegates during social hours.

### **New Objective**

According to *Home Rule News*, published by the Washington (D. C.) Home Rule Committee, a new objective has been added to the committee's goals—the right of District of Columbia residents to vote for president and vice president. At its meeting in October the board of the committee adopted such an amendment to the organization's certificate of incorporation.

According to the *News*, "The decision to broaden the scope of the committee's activities was reached after repeated expressions from residents had made it evident that they valued the right to participate in the election of the president and vice president as much as the right to vote for local municipal officials."

### **Urban Renewal Clinic**

The American Council to Improve Our Neighborhoods (ACTION) will hold an urban renewal clinic at the Biltmore Hotel in Dayton, Ohio, on March 14-15. The clinic, says James E. Lash, executive vice president of the organization, is "one of a series ACTION is conducting in various regions to assist all persons interested in gaining practical knowledge of the problems and the potentialities in the growing nation-wide battle to conserve and improve America's homes, neighborhoods and communities and to eliminate and prevent slums and slum conditions."

Emphasis will be on financing and expediting local programs, securing citizen support, and human problems in renewal. The roles of private financing and federal, state and local governments will be among the topics discussed. Workshops, speeches and informal discussions will center on the "what-to-do" and "how-to-do-it" aspects of the problem. Some four hundred citizen leaders, local officials and planners will attend.

## Oregon Studies Its Local Government

### Organization, Problems of Urban Fringe Examined

A REEXAMINATION of local government structure has been made during the past two years by the Oregon Legislative Interim Committee on Local Government.<sup>1</sup> The 1955 legislature authorized a study of urban services and local government organization, directing the committee to come up with "its recommendation as to the type or types of local government units needed to provide urban services and controls in unincorporated urban fringe areas of incorporated cities and other unincorporated urban areas in Oregon."

The committee consisted of two state senators, three state representatives, a public member, one representative each of cities and counties and the state sanitary engineer. Advisory groups were appointed by the Association of Oregon Counties, League of Oregon Cities, Oregon Health Officers Association and Professional Engineers of Oregon. Professional services were obtained from the committee's own staff, the Bureau of Municipal Research and Service of the University of Oregon and the Institute of State Affairs of Willamette University. Fifty thousand dollars was appropriated for the committee's work.

Information from fourteen public hearings, several local studies and surveys and other reports provided the basis of

findings and recommendations. The hearings proved to be of two-fold benefit, providing needed facts and perspectives for committee members and stimulating interest and discussion in the communities in which they were held. Central emphasis of the research program was given a series of eight "case studies," which described and analyzed governmental organization and service and control problems in each of the state's major urban areas and in some of the smaller communities. Also prepared for committee study was a statewide inventory of governmental units, their functions, finances and relationships, and special studies of county government, state-local relations and municipal annexation.

Both the research program and committee discussions emphasized problems of governmental structure and avoided over-concentration on specific functional problems. "The thread running through all of the service and control problems," says the committee report, "was that of local government organization and finance." The committee found that "local government in this state is haphazard, uncoordinated and fragmented." "Specifically," the committee emphasized, "the major shortcomings of local government organization have been the breakdown of city growth through lack of annexation, the failure or inability of counties to take initiative in the solution of suburban problems and the consequent creation of an unwieldy structure of special district governments in the suburban areas. As a result, suburban areas can turn to no single over-all unit of local government with general responsibility for the public health, safety and welfare."

The committee's recommendations are intended to adjust the state's "basic city-county structure" to meet suburban needs. In its several recommendations it has

<sup>1</sup> See *Findings and Recommendations*. Report of the (Oregon) Legislative Interim Committee on Local Government. The committee, Salem, 1956, 204 pages, maps; see also the committee's *Summary of Tentative Findings and Recommendations*, 1956, 10 pages.



sought both to strengthen cities by making annexation a more flexible instrument and to strengthen counties by endowing them with broader authority to provide urban services. In view of the more active role projected for both cities and counties, the committee anticipated that the special district system would be "gradually abandoned."

Recommended to strengthen annexation is a bill which would permit cities to levy taxes in annexed areas at less than the full city rate for a period of time up to ten years. This proposal is based on the committee finding that suburban areas develop gradually under modern conditions and characteristically oppose extension of full urban services. With the proposed authority, cities could arrange for gradual extension of services to annexed areas, with appropriate adjustments in tax rates. It is hoped that the proposed change may act as an incentive to annexation.

In spite of such incentives, and in the absence of some form of automatic or compulsory annexation, the committee recognizes that there will be areas which will not, or can not, annex or incorporate. It proposes that counties be enabled to assume responsibility for such areas by establishing "service districts" which would be governed by the county court on an ex-officio basis. Through this device the basic services could be provided at the expense of the benefited areas without creating the self-perpetuating, overlapping special districts typical of present suburban areas. The county service districts would have their own taxing and bonding powers, separate from the county itself, but administration of services would be integrated at the county level and opportunity for city-fringe coordination would be maximized. The plan provides an opportunity for an annexation election whenever creation or expansion of a county service district is proposed in areas adjacent to cities.

Other recommendations call for county home rule, county bonding authority, planning and zoning improvements and extraterritorial transit regulation by large cities.

As drafted by the committee, the county home rule amendment would exempt only judicial officers from reorganization under a county charter, which could "provide for the exercise by the county of authority over matters of county concern." The county bonding proposal would amend the prohibition currently in the Oregon constitution against issuance of bonds by counties for purposes other than "permanent roads" or "to suppress insurrection or repel invasion" so that bonds could be issued for general county purposes.

### Planning for Counties

Mandatory appointment of county planning commissions in counties with unincorporated populations over 15,000, adoption of zoning regulations upon the initiative of the county court, and mandatory referral of proposed county subdivision and zoning actions to interested cities for report and recommendation are objectives sought by other committee legislative proposals. The recommendation for extraterritorial municipal transit regulation would be limited to cities of over 40,000 population and would extend the existing jurisdiction from three to fifteen miles beyond the city limits.

The committee found that the problems of the state's metropolitan areas differ from those of smaller urban communities and considered at length a proposal which would have enabled creation of a metropolitan government with limited functions. Under the proposal considered, functions of area-wide concern would be delegated to the metropolitan unit while local units would retain functions of local concern. No legislative recommendation was made on this proposal, but the

committee set out the plan in its report and recommended further study.

Also recommended for further study was a plan for submitting annexation and incorporation proposals to a board of arbitration to be decided on the basis of statutory standards of population, land use, service needs and financial considerations. The committee noted that such a plan would have important advantages over the present system of self-determination, but it was not prepared to recommend adoption of such a plan to the legislature.

The committee said that voluntary cooperation between units of local government "has not been frequent or extensive enough" to solve suburban problems. It sought to encourage such activities, in addition to its other proposals, by setting out in its report a form of resolution which might be adopted by cities, counties and districts desiring to create an "urban area council." Urban area councils would be forums for discussion of mutual operating problems by officials of local units in the same area and would have the responsibility of reviewing and making recommendations on proposals for annexation and incorporation of new units.

There has been widespread interest in the committee's findings and recommendations. The Association of Oregon Counties has endorsed most of the recommended program in principle and the League of Oregon Cities has recommended that another interim committee be appointed by the current legislature.

In general, neither the hopes nor the fears generated during the course of the study have been realized. As stated by the Eugene *Register Guard*, "The committee, it appears, took a middle-of-the-road approach in its final actions on proposed legislation. Its proposals couldn't by any stretch of the imagination, be called wishy-washy. But, on the other hand, they may not satisfy the proponents

of automatic annexation who believe suburbs should become part of the nearest city as soon as a certain level of population density is reached." There seems to be general agreement that the committee's work was a step in the right direction but that much distance remains to be traveled.

KENNETH C. TOLLENAAR  
*Executive Secretary*

Oregon Legislative Interim Committee  
on Local Government

## Intermunicipal Relations Surveyed

Massachusetts faces the common problem of political jurisdictions shaped for a bygone century trying to cope with the problems of the modern age. With 312 towns and 39 cities attempting to furnish local services for this small but third most highly urbanized state, the official Commission on State and Local Relationships selected as a staff agency the University of Massachusetts Bureau of Governmental Research to study existing and possible methods for more effective handling of local government services. *Intermunicipal Relations in Massachusetts* (December 1956, 36 pages), by George Goodwin, is concerned with both experience and proposals on how to adjust the needs of modern government to its existing structure at the local level.

Six major headings provide the framework for the analysis: (1) informal intermunicipal cooperation, (2) intermunicipal contractual arrangements, (3) special districts, (4) extension of state and county activities, (5) consolidation and annexation and (6) federated district government.

The report shows by text and tables that most experimentation to date has been in the first four categories. The federated type of local government appears to the bureau to be one of the more fruitful methods of long-range re-

### **'Skid Row' Subject of Urban Renewal Study**

Housing studies are extending to "skid row" in Chicago, according to a report in the December 1956 *American City*. With the expectation that the findings will have more than local usefulness, Chicago's specific objectives in making the study are to prepare renewal plans which will provide adequate housing for skid row inhabitants and to develop an ambitious comprehensive program to prevent the recurrence of skid rows in the city.

A federal research demonstration grant covers approximately two-thirds of the cost of the study. Local agencies cooperating on the program include the Office of Housing and Redevelopment Coordinator, Chicago Plan Commission, Welfare Council of Metropolitan Chicago, Mayor's Committee on the Rehabilitation of Man and the Chicago Department of Welfare.

Three stages are planned in the execution of the project: (1) an inventory to document existing information concerning such areas in Chicago and in other cities; (2) an intensive study to analyze the physical, economic and social aspects of the study area; and (3) recommendations to the mayor and council for development of a multi-agency program.

form. The report rules out none of the six general approaches, reflecting a belief that any steps, "no matter how minor," in the direction of integrated, responsible local government are worth while. The study concludes with the pertinent idea that the state government itself must assume greater responsibility for the operation of its local governments.

### **Twentieth Century Fund Begins Megalopolis Project**

The almost continuous urban area running nearly 600 miles from north of Boston to south of Washington is the subject of a recently started three-year research project sponsored by the Twentieth Century Fund. The study of this area, with a population of nearly 30 million and an unparalleled concentration of wealth, industry and commerce, is headed by Jean Gottman, of the Institute for Advanced Study, Princeton, on leave from his position as professor at the School of Political Science, University of Paris.

Dr. Gottman will examine the extended seaboard city, to which he has given the name of Megalopolis, with a

view to understanding the way an urban region grows and develops and how it deals with the problems which confront it. It is expected that comparative studies of problems in other metropolitan areas in the United States and Canada will also be made. Dr. Gottman stated: "A clearer mode of classification for both problems and possible solutions may thus be worked out, based on factual observation rather than generalized theory."

### **Relation of Cities to Utilities Examined**

In *Municipal Government and Public Utilities: The California Experience* (Bureau of Public Administration, University of California, Berkeley, November 1956, 59 pages) John F. McCarty examines the history and contemporary relationships, as defined by the legislature and the courts, between California cities and the public utilities. The four categories of municipal powers considered in the study include those of: (1) acquiring and operating utility enterprises, (2) enacting regulatory measures regarding privately owned utilities, (3) imposing municipal license taxes upon utilities, and

(4) granting franchises to private utility companies.

The study's aim, as expressed in the Introduction, is to be "of assistance to local officials as problems concerning municipal ownership, regulation, franchise granting and taxation arise in individual communities."

### **Home Rule for South Dakota Considered**

In *Toward Home Rule for South Dakota* (Governmental Research Bureau, University of South Dakota, May 1956. 47 pages), William H. Cape has summarized the present status of the municipalities' grant of power in the state and has analyzed various home rule practices and proposals. In the latter category, the model provisions of the American Municipal Association and the National Municipal League are considered.<sup>1</sup>

The text of the South Dakota Municipal League home rule amendment proposal and explanatory material are included in the booklet. Based largely on the American Municipal Association's model home rule provisions, the charter corporation under the amendment "would have every power which the legislature could grant to it and which was not specifically denied to it by the legislature, by the constitution or by its own charter provisions."

Dr. Cape, in concluding, appropriately notes that no constitutional change can be by itself "guarantee" a workable home rule pattern."

### **Maryland Employment Security Department Analyzed**

The Commission on Governmental Efficiency and Economy, Inc., of Baltimore,

as the result of a year's study, has recently published a comprehensive report, *Department of Employment Security—Suggestions to Improve Operation and Management* (1956, 52 pages). It covers nearly all aspects of staffing, directing, operating and financing this important state-federal agency.

The survey criticizes the present practice of making a three-man board the department executive and calls for "a capable application of sound management principles by a strong and well informed executive who can provide leadership needed to energize and direct the department to a higher level of performance."

The commission found that "the opportunities disclosed by this study for improvement of the operation and management of this Maryland department suggest that similar and as yet undisclosed opportunities may exist in the employment security agencies of other states."

D. BENTON BISER, *Director*  
Baltimore Commission on  
Governmental Efficiency and Economy

### **Strictly Personal**

Carl Dortch, director of the Bureau of Governmental Research, Indianapolis Chamber of Commerce, was named "Man of the Year" by the *Indianapolis Times* for having done most for his city in 1956.

Richard G. Marden has been appointed first executive director of the New Hampshire Municipal Association. Mr. Marden, formerly a field man with the association, was town manager of Ashland, New Hampshire.

The Tax Institute, Princeton, New Jersey, has recently elected William Kingsley, deputy director of the New Jersey Division of Taxation, as president. Paul Strayer, of Princeton University, and John J. Gibson, secretary and general counsel of Johnson and Johnson, were elected vice presidents; Stanley J. Bowers, Ohio State Tax Commissioner, is treasurer.

<sup>1</sup> See *Model State Constitution*, National Municipal League, New York, 1948; *Model Constitutional Provisions for Home Rule*, American Municipal Association, Chicago, 1953.

# Books in Review

## *Political Parties*

**DEMOCRACY AND THE AMERICAN PARTY SYSTEM.** By Austin Ranney and Willmoore Kendall. New York City, Harcourt, Brace and Company, 1956. xiv, 550 pp. \$5.75.

**PARTY POLITICS.** By Ivan Hinderaker. New York City, Henry Holt and Company, 1956. x, 694 pp. \$6.50.

These two texts represent valuable new alternatives for the teacher of political parties courses, for they portray American parties from the perspective of those who dissent from the "party responsibility" concept adopted by the Committee on Political Parties of the American Political Science Association. Each tries to move beyond pure description and each opens the door part way toward the development of an alternative concept of "party" which might be used as a normative basis for analysis. Both exclude systematic analysis of pressure groups, although Hinderaker twice depicts them as a normal part of our political system.

Ranney and Kendall advance understanding by submitting an elaborately defended "model" of democracy to appraise the adequacy of American political parties "as an agency of Democratic government." Despite its obvious contribution to the intellectual rigor of the study of parties, the presentation and allied explanations should never have been attempted as the six introductory chapters in a text book. The exhausted undergraduate must plough through 154 pages of clear but academic definitions and summaries of democracy, popular consultation and attitudes towards political parties before coming to grips with what he can see.

This focus permits the authors to reject the "party responsibility" goals as impractical and to find that the present system performs a "role of great value." However, it leads them to side-step the presentation of a realistic alternative

operational theory of parties by which party decentralization, heterogeneity and semi-public status could be interpreted and assessed.

Fortunately, they do more than test their model and summarize earlier studies of parties. In part six, "The Role of the American Party System," they move boldly to demonstrate that present party behavior patterns exist because of the American political environment and the American constitutional system. They further partially analyze party decentralization and heterogeneity. Unfortunately, they do not develop the possibilities of this analytical treatment of the party system.

Hinderaker's principal contribution, by contrast, is his interpretation and assessment of a substantial volume of new or especially developed descriptive material on party organization, campaigns and history which conveys a very real "feel" for practical political problems and techniques used by practicing politicians. Unfortunately, this focus leads him to be sketchy, imprecise and occasionally out of date on other matters such as primary elections.

But Hinderaker does more than supply the sinews of reality. Although likewise offering no alternative operational theory of parties, he perceives that the first conceptual issue facing scholars is: Are American political parties united primarily by a common philosophy and thus run candidates to advance their policy objectives or are they united primarily by a desire to obtain power and hence advance policy objectives designed to achieve this goal? In the early chapters he defends the latter alternative and analyzes the reasons therefor. Thereafter, throughout his analysis of party activities he systematically ties practical experience into this conceptual base.

His opposition to the APSA parties committee's report is climaxed by a clos-

ing three-chapter analysis of its contents, critics and possible consequences.

DANIEL M. OGDEN, JR.  
State College of Washington

### ***City Managers***

THE SELECTION OF A CITY MANAGER. Chicago, International City Managers' Association, 1957. vi, 26 pp. \$2.00.

Suggested procedure to aid city councils in appointing a manager; a useful and well informed study of the best practice. Nearly all cities hire their first manager from out of town and this shows how it is done.

R.S.C.

GUIDEPOSTS ON ASSUMING A CITY MANAGER POSITION. Chicago, International City Managers' Association, 1957. v, 36 pp. \$2.00.

This new pamphlet collects actual experiences of city managers who have been dropped into one or another of the great variety of local situations—sometimes hot and controversial situations—and offers some wise advice. Especially useful to those who are taking managerial positions for the first time.

Five actual slightly-disguised case studies are fascinating sidelights that show the variety of difficulties that can arise in specific situations.

R.S.C.

### ***Financing Education***

FINANCING EDUCATION IN THE PUBLIC SCHOOLS. By John F. Sly, Edgar Fuller, Carter W. Atkins, etc. (Symposium conducted by the Tax Institute, November 3-4, 1955.) Princeton, New Jersey, Tax Institute Inc., 1956. viii, 183 pp. \$5.00.

"Have we built an educational program in America that we can no longer adequately staff nor adequately support?" is a question included in the Foreword by Dr. John F. Sly of the Tax Institute's symposium on the financing of public school education. Although the sym-

posium did not resolve this question (no one expected that it would), a great deal of helpful information is provided by the well qualified participants representing the fields of education and public finance.

Each of the book's four parts accents a troublesome area of public school education: Federal Aid to Education, Capital School Financing, Basic Considerations in Educational Finance and Public Personnel Policies in Education. Pros and cons of federal aid are covered from the usual angles as are the needs for new school buildings, their costs and how they are to be paid for.

The formulas devised to funnel state aid to education (school foundation programs) do not always live up to their advance billing, according to the discussion recorded in this volume. At times this occurs because of legislative meddling with scientifically developed programs. Or, upon occasion, the formulas themselves may reflect hazy thinking and have arbitrary or questionable aims. It was noted without documentation that in some cases state school aid even had a damaging effect on the quality of education available to children. There is obvious need for better methods of determining the total amount and distribution of state school aid. Also to be considered are the available revenue sources and all the public services which must be financed in addition to education.

Suggestions proposed to help reduce the teacher shortage include that of a six-year elementary school and a five-year secondary school with appropriate adjustments in time and program for the exceptional learner. Greater emphasis on teacher preparation also was recommended, especially in English including reading and speech. A suggestion for taking advantage of the available resources in education is for educators to attend meetings of organizations such as the American Political Science Association, the American Society for Public Administration and the National Mu-



nicipal League. Basic research as to what constitutes adequate teaching is noted as a prime requirement before a reasonable solution to the perplexing problem of separating "incompetent" teachers from classroom work may be found.

After pointing out the more important problems in public school education and its financing, the symposium offers suggestions for their improvement based upon experience, study and hope. If in the near future there must be major changes in the system of public school education and the means for obtaining revenues for its support, one cannot help but note how little agreement there is as to the methods which shall be employed. For the most part, prime emphasis continues to be on the autonomous and independent local school district where the money is appropriated, schools are built, teachers are hired and the curriculum is determined. This tradition is not likely to change rapidly until school problems get even larger and local taxes to support education are thought to near the point of being confiscatory.

T.R.W.

### **Organizations**

ENCYCLOPEDIA OF AMERICAN ASSOCIATIONS. Detroit, Gale Research Company, 1956. 306 pp. \$15.00, including supplements.

First edition of a new directory listing about 1,600 industrial associations from the Abrasive Grain Association to the Zinc Institute, 450 scientific associations from the Acoustical Society to the Society of Systematic Zoology, 450 educational and welfare associations from the Council for Accreditation of Teacher Education to the Zionists, 250 health associations from the Aero Medical Association to the X-ray technicians, and 300 general associations from the Conference on Uniform Traffic Accident Statistics to Zonta. And all the 1,600 Chambers of Commerce.

### **Public Opinion**

MODERN PUBLIC OPINION. By William Albright. New York, McGraw Hill Book Company, 1956. xii, 518 pp. \$6.50.

Although the author has retained the basic structure and organization of his earlier work, *PUBLIC OPINION*, in his present volume, careful revision and modernization make it a new book. In almost all instances simple, non-technical terms are used in the discussion which make for ready comprehension by those who are relatively new to the field of public opinion and propaganda. The six sections of the volume provide logical development of the subject: The Nature of Public Opinion, Psychological Processes, Measurement, Opinion Change, Mass Media and Contemporary Public Opinion. It qualifies, as its dust jacket blurb indicates, as "a definitive statement on contemporary public opinion."

T.R.W.

### **Additional Books and Pamphlets**

#### **Administrative Assistants**

DIRECTORY OF ADMINISTRATIVE ASSISTANTS TO CITY MANAGERS. Chicago 37, International City Managers' Association, 1956. 13 pp. \$1.00.

#### **Assessment**

ASSESSMENT TERMINOLOGY. (Second Edition.) Chicago, National Association of Assessing Officers, 1956. 42 pp.

#### **Comic Books**

COMIC BOOKS. Report to the Colorado General Assembly. Denver, Colorado Legislative Council, 1956. 39 pp.

#### **County Attorney**

COLORADO STATUTES RELATING TO THE COUNTY ATTORNEY. Including Certain Statutes Relating to the District Attorney. Boulder, County Attorneys Section of the Colorado State Association of County Commissioners with the Cooperation of University of Colorado, Bureau

of State and Community Service, Extension Division, 1956. 8 pp.

### **Civil Liberties**

COMMUNISM AND CIVIL LIBERTIES. By Walter Millis. New York 17, Fund for the Republic, 1956. 15 pp.

### **Disasters**

DISASTERS AND DISASTER RELIEF. Edited by De Witt Smith. Philadelphia 4, The American Academy of Political and Social Science, *The Annals*, January 1957. 169 pp. \$2.00.

### **Driver Education**

DRIVER EDUCATION IN HIGH SCHOOL. Summary of History and Types of Driver Education Programs in Kansas and Other States; Current Problems; and Considerations Relating to Establishment of Mandatory High School Courses. Prepared for the Legislative Council Committee on Education for Submission to the 1957 Legislature. Topeka, Kansas Legislative Council, Research Department, 1956. 36 pp.

### **Education**

ELEMENTARY AND SECONDARY PUBLIC SCHOOL FINANCE. Report to the Colorado General Assembly. Denver, Colorado Legislative Council, 1956. 116 pp.

FINDINGS AND RECOMMENDATIONS OF COMMITTEE ON EDUCATION. This is a Brief Summary of the Full Committee Report Which Has Been Released by the Council as Research. Denver, Colorado Legislative Council, 1956. 10 pp.

MINNESOTA'S PUBLIC EDUCATIONAL SYSTEM. St. Paul 1, Minnesota Taxpayers Association, 1956. 29 pp.

REPORT OF COMMITTEE ON SCHOOL LAWS. Lincoln, Nebraska Legislative Council, 1956. 18 pp.

### **Fire**

MUNICIPAL FIRE ADMINISTRATION. (Sixth Edition.) Prepared for the Institute for Training in Municipal Administration. Chicago, International City Managers' Association, 1956. xiii, 442 pp.

### **Forms of Government**

FORMS OF CITY GOVERNMENT. (Fourth Edition.) Austin, University of Texas, Institute of Public Affairs, 1956. 36 pp. 75 cents.

### **Interstate Cooperation**

INTERSTATE COMPACTS, 1783-1956. Chicago 37, Council of State Governments, 1956. 59 pp. \$1.50.

### **Judiciary**

REPORT OF COMMITTEE ON PLEADINGS AND APPEALS. Lincoln, Nebraska Legislative Council, 1956. 70 pp.

### **Metropolitan Areas**

OPERATION "COLOSSUS." The Struggle for Regional Planning in the Metropolitan Area. By Kalman A. Oravetz. New York 38, Citizens Union Research Foundation, 1956. 15 pp.

RECENT PUBLICATIONS BASED ON DATA COLLECTED THROUGH DETROIT AREA STUDY FACILITIES. Ann Arbor, University of Michigan, Survey Research Center, Detroit Area Study, 1956. 2 pp.

### **Parking**

PARKING GUIDE FOR CITIES. By the Division of Research, Bureau of Public Roads. Washington 25, D.C., U. S. Government Printing Office, Superintendent of Documents, 1956. xii, 172 pp. 55 cents.

### **Pensions**

POLICEMEN'S AND FIREMEN'S PENSIONS (A Partial Report). Report to the Colorado General Assembly. Denver, Colorado Legislative Council, 1956. Various-ly paged.

### **Personnel**

A GUIDE TO COLLEGE RECRUITMENT. Washington 15, D. C., Society for Personnel Administration, 1956. 18 pp. 50 cents. (Discounts on quantity orders.)

PROFESSIONAL STANDARDS FOR PERSONNEL WORK. Washington 15, D. C., Society for Personnel Administration, 1956. 35 pp. 50 cents. (Discounts on quantity orders.)

### **Planning**

A SUGGESTED ORDINANCE FOR ESTABLISHING A CITY PLANNING COMMISSION. Eugene, University of Oregon, Bureau of Municipal Research and Service, 1956. 18 pp.

WHAT'S HAPPENING IN CHICAGO. Chicago 2, Chicago Central Area Committee, 1956. 12 pp. Illus.

### **Purchasing**

A "BUY-MICHIGAN" PURCHASING POLICY? By Leiv N. Rydland. Ann Arbor, University of Michigan, Institute of Public Administration, Bureau of Government, 1956. 62 pp.

PURCHASING BY THE STATES. Chicago 37, Council of State Governments, 1956. 46 pp. \$1.50.

### **Salaries**

LONGEVITY PAY PLANS IN MICHIGAN MUNICIPALITIES. Ann Arbor, Michigan Municipal League, *Technical Topics*, November 1956. 13 pp. 50 cents.

### **School Districts**

STATISTICAL ABSTRACT OF UTAH'S FORTY SCHOOL DISTRICTS. (1956-57 Edition.) Salt Lake City, Utah Foundation, 1956. 52 pp. \$1.00.

### **State Government**

THE BOOK OF THE STATES. Supplement, January 1957. Chicago 37, Council of State Governments, 1957. 88 pp.

### **State Institutions**

REPORT OF COMMITTEE ON THE BOARD OF CONTROL. Lincoln, Nebraska Legislative Council, 1956. 45 pp.

### **Streets and Highways**

REPORT OF COMMITTEE ON HIGHWAY PLANNING. Lincoln, Nebraska Legislative Council, 1956. 20 pp.

### **Taxation and Finance**

ILLUSTRATIVE ESTIMATES OF FEDERAL EXPENDITURES AND REVENUES BY STATES. By Selma Mushkin. Washington 25, D.C., U. S. Department of Health, Education and Welfare, Public Health Service, Di-

vision of Public Health Methods, 1956. vi, 94 pp.

INTEREST ON INACTIVE STATE DEPOSITS. History of Kansas Depository Interest and a Summary of Present Policies in the 47 Other States. Topeka, Kansas Legislative Council, Research Department, 1956. 42 pp.

LOCAL GOVERNMENT FINANCES IN MARYLAND 1954-1955. Seventh Report to the Governor and the General Assembly of Maryland. Baltimore 1, State Fiscal Research Bureau, 1956. viii, 65 pp.

LOCAL PROPERTY TAX LIMITATIONS AND SPECIAL TAX RATE AUTHORIZATIONS IN PENNSYLVANIA. Harrisburg, Pennsylvania State Chamber of Commerce, 1956. 17 pp.

LOCAL TAXATION IN PENNSYLVANIA CITIES 1954. By Andrew S. Bullis. Harrisburg, Commonwealth of Pennsylvania, Department of Internal Affairs, 1956. 58 pp. Tables.

MISSOURI STATE GOVERNMENT. Fiscal Facts and Figures. A Handy Reference Book of Fiscal Information Compiled for the Convenience of Members of the 69th General Assembly, Citizens, Officials and Organizations Interested in Sound Government. Jefferson City, Missouri Public Expenditure Survey, 1957. 24 pp. 75 cents.

TAXES. (1957 Edition.) An Up-to-date Tax Dictionary of All State and Federal Taxes Levied in Wisconsin—State and Federal Income Tax Guide. Madison 3, Wisconsin Taxpayers Alliance, 1956. 64 pp. 25 cents.

PENNSYLVANIA FIRST CLASS TOWNSHIP TAXES 1954. By J. Martin Kelly, Jr. Harrisburg, Commonwealth of Pennsylvania, Department of Internal Affairs, 1956. 28 pp.

REAPPORTIONING FISCAL RESPONSIBILITY AS RESULT OF FEDERAL HIGHWAY LAW. Princeton, New Jersey, Tax Institute, *Tax Policy*, December 1956. 12 pp. 25 cents. (Discounts on quantity orders.)

REMOVING THE FINANCIAL ROADBLOCKS. By Frederick L. Bird. Princeton, New

Jersey, Tax Institute, *Tax Policy*, November 1956. 8 pp. 25 cents. (Discounts on quantity orders.)

REPORT OF COMMITTEE ON TAXATION. Lincoln, Nebraska Legislative Council, 1956. 16 pp.

STATE CONSTITUTIONAL LIMITATIONS ON THE TAXING AUTHORITY OF STATE LEGISLATURES. By Glenn D. Morrow. Sacramento, *National Tax Journal*, June 1956. 8 pp.

STATE FINANCES 1942 AND 1954. A State by State Analysis of Revenue, Expenditure and Debt in Current and Constant Dollars. Chicago 37, Council of State Governments, 1956. 64 pp. \$1.50.

STATE FUND STRUCTURE. Report to the Colorado General Assembly. Denver, Colorado Legislative Council, 1956. 32 pp.

STATE GENERAL FUND TAXES IN KENTUCKY. Frankfort, Kentucky Legislative Research Commission, 1956. xix, 237 pp. Tables.

STATE SUPERVISION OF COUNTY AND CITY REVENUES IN KANSAS. By Marcene Grimes. Lawrence, University of Kansas, Governmental Research Center, 1956. 166 pp.

## PROPORTIONAL REPRESENTATION

(Continued from page 148)

some of the parties nominated the full 66 permitted, but the largest number of aldermen elected by any party was nine. A total of 764 candidates was nominated by twelve parties. Almost 700,000 voters participated, of whom 1 per cent spoiled their votes (some by inserting wisecracks in the official envelopes) and 3 per cent failed to vote for aldermen. About 73 per cent of those eligible went to the polls. The results are given in the accompanying table.

The article observes that the Brazilian Labor party and the Social Democratic party had a similar orientation and likewise the National Democratic Union and the Republican and Liberation parties.

## TAXATION AND FINANCE

(Continued from page 151)

purchase. If so, he added, there is the second danger that the \$750 million amount for the purchase of such bonds might be used up quickly with additional pressure on Congress to expand the program. Any increase in the gap between the Treasury's borrowing costs and the market interest level would lead to increased federal purchase of local bonds; and, under present circumstances, the supply of school bonds eligible for federal purchase would be large. According to the under secretary, "more normal experience" would lessen the supply and more bonds would be sold through presently used channels.

## 1957 Governments

### Census Gets under Way

The director of the Bureau of the Census has requested the cooperation of officials of all the nation's 108,000 local governments in connection with the 1957 census of governments. Most of the data will be obtained by mail questionnaires addressed to local governments. The completeness, accuracy and promptness of the census findings will depend to a considerable extent on local response to the inquiries which will come in three main stages:

(1) In January 1957 a postal card request was sent to verify Bureau of the Census mailing address records and to determine the date of fiscal year for each local government.

(2) In April 1957 Census will request figures on employment and payrolls of each government for that month.

(3) Census will request figures on finances for the 1957 fiscal year in two series: the inquiry will be sent out in the fall of 1957 to those governments whose fiscal year ends in June or before; early in 1958 to those governments whose fiscal year ends in the last half of the calendar year.

## All-America Awards

(Continued from page 113)

described as "the largest civic banquet in the city's 102-year history."

Mayors of cities in the area and other notables of government and industry, including Henry J. Kaiser, whose headquarters are in Oakland, heard the mayor vow that the award "should inspire each and every one to give continued support and effort toward clean, honest government."

Zanesville, Ohio, had four days of celebration with a banquet in the Municipal Auditorium one evening, the All-America City ball another, the All-America City parade on the third and, finally, All-America City Sunday during which ministers took the "new spirit of progress" as the theme of sermons. A feature of the banquet was the honoring of 50 people with "Man in the Street Awards."

Anchorage, Alaska, first city outside the continental United States ever to win the award, erected a huge neon sign across its main street proclaiming its victory and devoted a weekend to various celebrations in which Secretary of the Interior Fred A. Seaton and other prominent persons participated. The *Anchorage Daily Times* published a 112-page "All-America" edition with a 25 per cent added press run which sold out the same day. The large auditorium of the new high school was packed for the program which included the Anchorage Community Chorus of 100 voices, the Symphony Orchestra and a dramatized narration in song and spoken word of Alaska's history.

The people of Brattleboro, Vermont, turned out in a snowstorm and ten above zero temperatures for a colorful parade with 24 floats, skiing and skat-

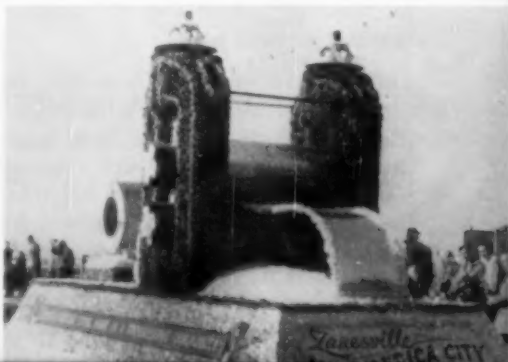
(Continued on next page)

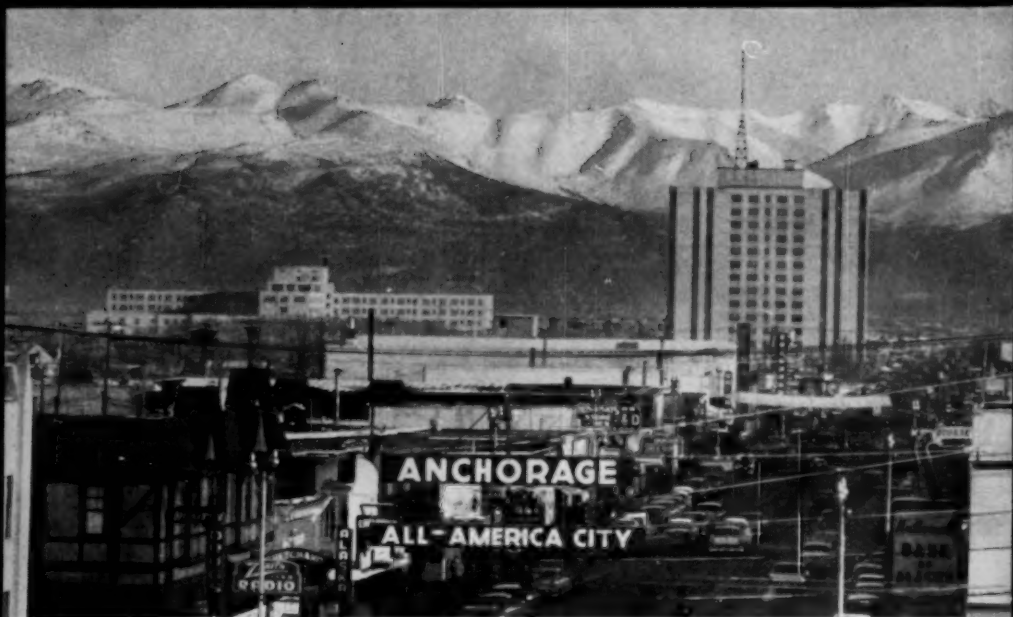


Vermont's Governor Joseph B. Johnson (left), Chief Selectman William M. Moore of Brattleboro, David Botter of "Look," and State Recreation Director Theresa S. Brungardt look on as James M. Osborn (right) presents the All-America City award to Brattleboro.



Winning floats: Above, that of the Green Mountain Club, which won top honors in the parade celebrating Brattleboro's victory, and, below, that of Armo, depicting a rolling mill, which was judged best in the Zanesville (Ohio) parade.





All who travel the main street of Anchorage, Alaska, see this neon sign proclaiming the city's achievement.

## All-America Awards

*(Continued from previous page)*

ing races in the new 53-acre recreation park and a 40-foot bonfire of Christmas trees. A capacity crowd attended the award dinner to hear Governor Joseph B. Johnson. Leading newspapers and national magazines covered the event. The state legislature adopted a joint resolution congratulating Brattleboro.

Miss America and other beauties rode floats in a colorful parade in Laurinburg, North Carolina, which included high school and college bands, National Guard units and Boy Scout troops. The parade followed the award presentation in the high school auditorium, at which Roy W. Johnson, executive vice president of General Electric Company, was the principal speaker.

The award for Altus, Oklahoma, was presented at the annual Chamber of Commerce banquet in the new junior high school auditorium and a second ceremony with the governor and other high officials present was planned for later in the year in connection with the

celebration of the 50th year of statehood for Oklahoma.

Replicas of the All-America banner were distributed to the 27 schools of Torrance, California, followed by the official flag-raising at the Civic Center, a reception for visiting notables and a presentation banquet.

Mayors of surrounding communities joined leading citizens of Springfield, Missouri, at a banquet which was broadcast by four radio stations. The award to Springfield was publicized also by Red Foley on his Ozark Jubilee program on a nation-wide television hookup.

Tacoma, Washington, police and fire department personnel added All-America shoulder patches to their uniforms following a dinner attended by representatives of other northwest cities and local civic leaders. Leading stores installed All-America window displays.

City and state leaders attended a Chamber of Commerce luncheon in St. Louis where the award certificate was received by Mayor Raymond R. Tucker.

Mayor Orlo E. Salisbury of Elgin, Illinois, also received the award at a Chamber of Commerce dinner.



**New!**

## **Model County Charter**

**T**O help citizens, county officials and state legislatures strengthen and modernize county governments, this model relies on the best American experience and on the work of several score distinguished authorities.

It includes provisions for county powers, administrative organization, fiscal procedures, planning and the election process as well as a comprehensive introduction that is a "quick" education in the history, problems and prospects of county government in the United States.

If experts are right in believing that counties, especially those in metropolitan areas, will continue to grow stronger in functions and powers, this volume will be indispensable to civic leaders, officials, educators, libraries and all others concerned with government improvement.

Single copy \$1.50

Ten or more, 10% off

*Order from*

**National Municipal League**

**Carl H. Pforzheimer Building**

**47 E. 68th Street, New York 21, N. Y.**

# Tools for Achieving Better Government

Citizen groups often turn to the League for help in achieving better government in their locality. Listed below are some of the tools available to them:

## Campaign Pamphlets

Story of the Council-Manager Plan, 36 pages (1955) .....	\$ .20
Charts: Council-manager Form, Commission Form, Mayor-council Form (17½ x 22½"), 50 cents each, set of three .....	1.00
County Manager Plan, 24 pages (1950) .....	.20
Forms of Municipal Government—How Have They Worked? 20 pages (1955) .....	.25
Facts About the Council-Manager Plan, 8 pages (1954) .....	.05
City Employees and the Manager Plan, 4 pages (1952) .....	.05
Labor Unions and the Council-Manager Plan, 8 pages (1955) .....	.05
P. R., [Proportional Representation], 12 pages (1955) .....	.05
The Citizen Association—How to Organize and Run It, 64 pages (1953) .....	.75
The Citizen Association—How to Win Civic Campaigns, 64 pages (1953) .....	.75
(The two pamphlets above may be purchased together for \$1.20)	

## Model Laws

Model Accrual Budget Law, 40 pages (1946) .....	.75
Model Cash Basis Budget Law, 42 pages (1948) .....	.75
Model City Charter, 173 pages (1941) .....	1.50
Model County and Municipal Bond Law, 54 pages (1953) .....	1.00
Model County Charter, 112 pages (1956) .....	1.50
Model Direct Primary Election System, 48 pages (1951) .....	1.00
Model Investment of State Funds Law, 23 pages (1954) .....	1.00
Model Real Property Tax Collection Law, 40 pages (1954) .....	1.00
Model State and Regional Planning Law (1955) .....	1.00
Model State Civil Service Law, 32 pages (1953) .....	.75
Model State Constitution, 72 pages (1948) .....	1.00
Model State Medico-legal Investigative System, 39 pages (1954) .....	.50
Model Voter Registration System, 56 pages (1957) .....	1.00

## Other Pamphlets and Books

American County—Patchwork of Boards, 24 pages (1946) .....	.35
Best Practice Under the Manager Plan, 8 pages (1954) .....	.15
Civic Victories, by Richard S. Childs, 367 pages (1952) .....	3.50
Coroners in 1953—A Symposium of Legal Bases and Actual Practices, 90 pages, mimeographed (1955) .....	2.00
Digest of County Manager Charters and Laws, 70 pages (1955) .....	2.00
Guide for Charter Commissions, 44 pages (1957) .....	1.00
Guide to Community Action, by Mark S. Matthews, 448 pages (1954)....	4.00
Manager Plan Abandonments, by Arthur W. Bromage, 36 pages (1954) .....	.50
The Metropolitan Problem—Current Research, Opinion, Action, by Guthrie S. Birkhead (reprinted from NATIONAL MUNICIPAL RE- VIEW), 12 pages (1953) .....	.25
New Look at Home Rule, by Benjamin Baker etc. (reprinted from NATIONAL MUNICIPAL REVIEW), 32 pages (1935) .....	.50
Proportional Representation—Illustrative Election, 8 pages (1951) .....	.10
Proportional Representation—Key to Democracy, by George H. Hallett, Jr., 177 pages (1940) .....	.25
Save Our Cities, by Joseph E. McLean etc. (reprinted from NATIONAL MUNICIPAL REVIEW), 32 pages (1954) .....	.35

Discount on Quantity Orders — Write for Complete List and Description.

## National Municipal League

Carl H. Pforzheimer Building  
47 East 68th Street, New York 21, N. Y.